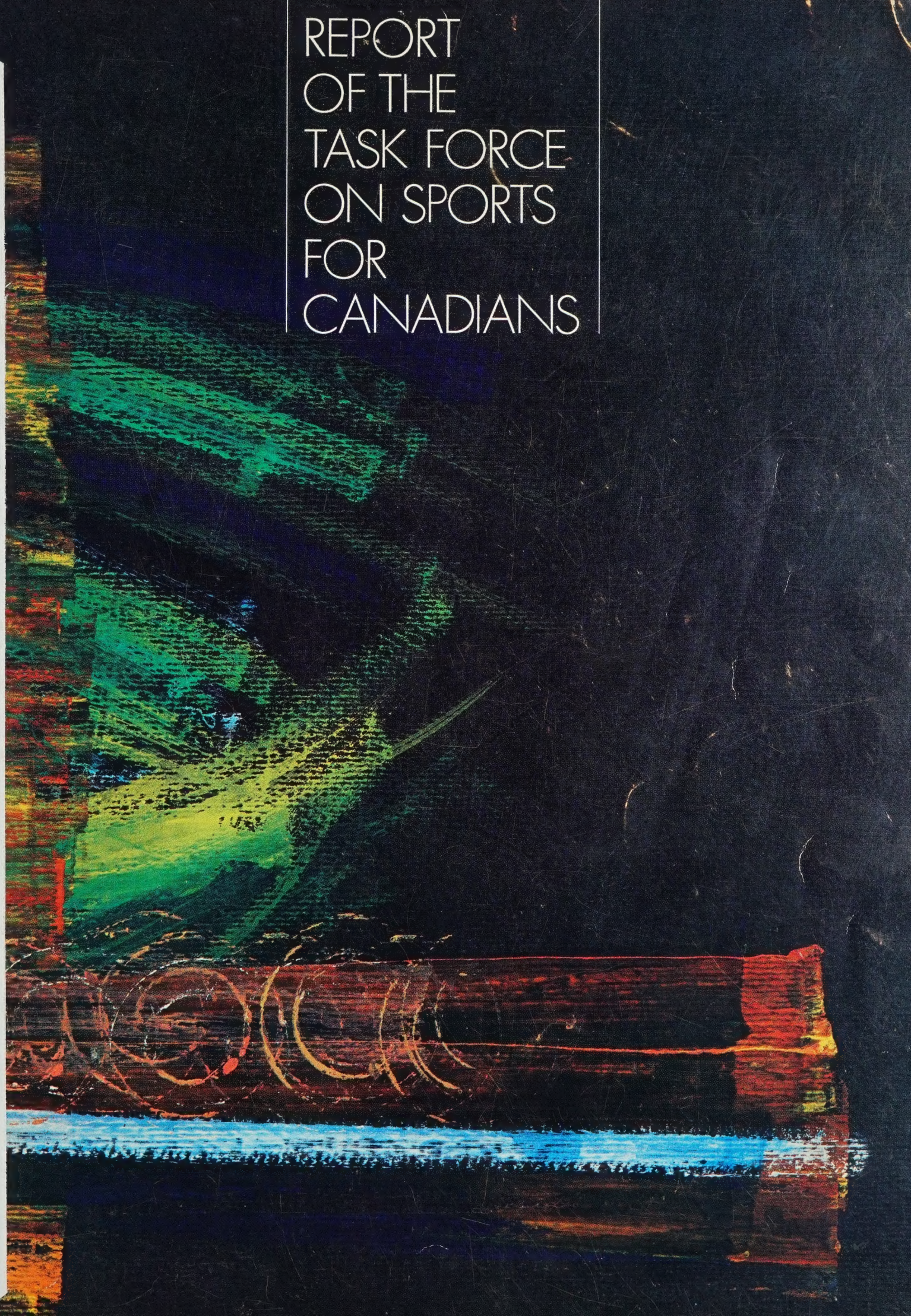


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REPORT
OF THE
TASK FORCE
ON SPORTS
FOR
CANADIANS





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Canada, Task force on Sports for
Canadians
Report

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TASK FORCE ON SPORTS FOR CANADIANS

COMITÉ D'ÉTUDE SUR LES SPORTS AU CANADA

February 28, 1969

The Honourable John Munro,
Minister,
Department of National Health & Welfare,
Ottawa, Ontario.

Dear Sir,

We take great pleasure in submitting to you our findings on the sports situation in Canada. You will recall that the Cabinet authorized us to study the field of sports and report to you our findings in this area. The terms of reference were specifically spelled out:

1. to report on prevailing concepts and definitions of both amateur and professional sport in Canada and the effect of professional sport on amateur sport;
2. to assess the role of the federal government in relation to non-governmental, national and international organizations and agencies in promoting and developing Canadian participation in sport; and
3. to explore ways in which the Government could improve further, the extent and quality of Canadian participation in both sport at home and abroad,

and it was necessary to limit our study to sport alone, as we could not fit a study of Fitness and Recreation into the terms as stated nor did the time, constraints and budget permit study of these areas.

Canadian sport has reached a crossroad in its development. We hope our recommendations will do much for a restructuring of sports activity and administration in Canada; and in terms of momentum and direction that sport will be set on a new, broad path for the future.

A great deal of credit for this report must go to hundreds of interested Canadians who have given their time and advice.

Respectfully submitted,

W. Harold Rea,

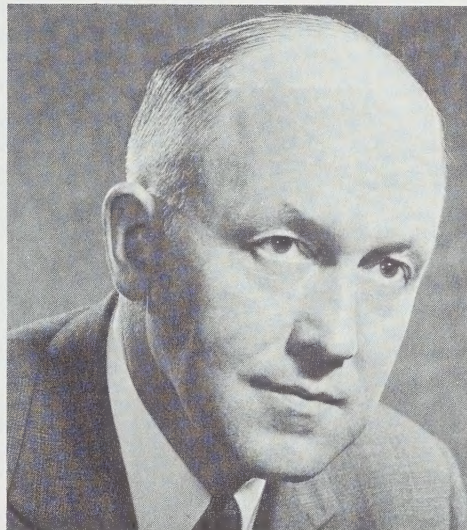
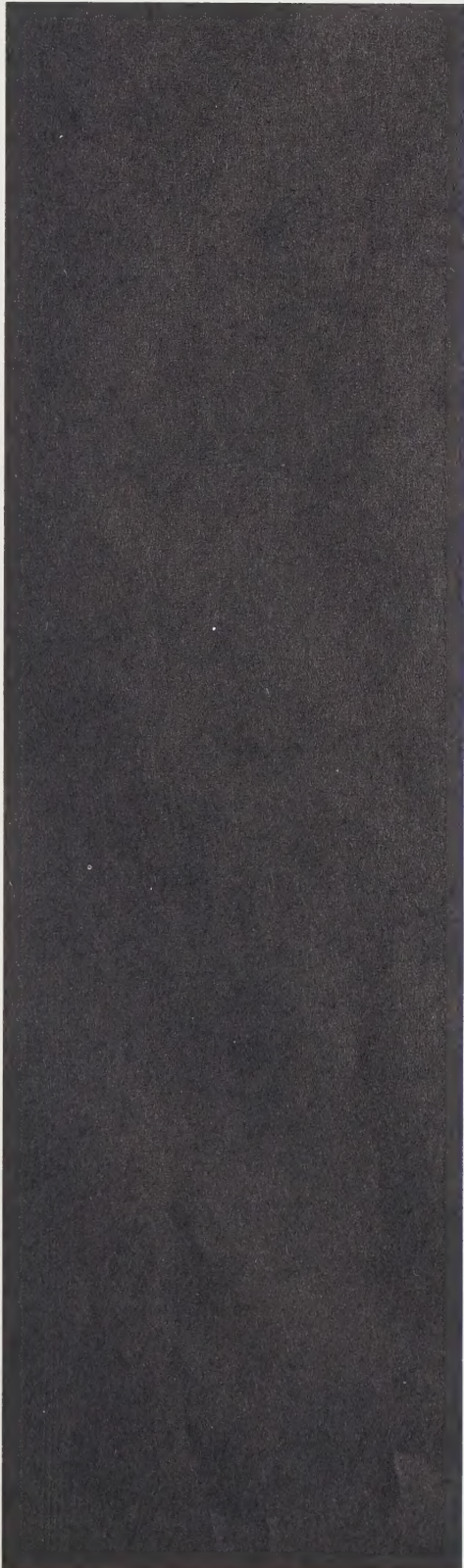
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NANCY GREENE	member-membre

CHRISTOPHER H. LANG	director-administration - directeur-administration
HARRY WALTERS	director-research - directeur-recherche

Nancy Greene, Member



Each of us began the task with a conviction that sport is important—important to individuals, communities and the nation. Thus the expectation would be that we should favor policies which sustain, extend, and aggrandize sport. Indeed, persons cool or hostile or indifferent to sport could accuse us of a lack of objectivity. While our investigation has confirmed our enthusiasm, it has also deepened our awareness of the need for careful, thoughtful planning. In a term of our subject field “we have not run wild with the ball.”

What is sport? The temptation is to reply: “almost any human activity”. Take such unusual or exotic pursuits as: parachute-jumping, water-skiing, drag-racing, demolition derbies, croquet, chess, rifle-shooting, thoroughbred racing, beagling, scuba diving, fish derbies . . . The diversity of what can be called sporting activity is amazing. Consider these rough classifications of sport: land, air and water sports; professional and amateur sports; indoor and outdoor sports; spectator sports and lonely sports; sports where the contest is against time or weight or external standards of quality and sports which match teams; body contact sports and non-body contact sports; sports where participants use no equipment and sports which use a ball, a ball and a bat, a ball and racquet; sports which use special surfaces, particular architecture or motor or electronic equipment.

After such a canvass, you can appreciate why we have no neat definition of what sport really is or what a sport is. The criterion we used has a makeshift practicality to it. We were looking for activity in which we could find the following: (a) substantial participation in Canada; (b) some evidence of organization beyond a small locale; (c) indications that commercial purposes and objectives were not over-riding all in the activity; (d) activity which had developed a national framework of competi-

tion; and (e) activity which led or could lead on into international competition.

Canada has millions of sports fans, arm-chair sports, players, coaches and experts. We have noted that hardly anyone's interest or involvement extends across more than a fraction of the spectrum of sporting activity. Enthusiastic interest is usually specialized and rarely general. A skiing buff will spend money and energy on skiing and hardly know hockey or curling exists. Therefore, a self-centeredness within each sport is almost a rule; another is that an overall view of Canadian sport does not exist; and yet almost everyone with some experience as a player or executive in any one sport tends to consider himself an authority on the whole, especially on the major team games such as hockey and football. One consequence of all this is that the sporting constituency in Canada, massive as it is in total numbers, is very fragmented and without a fundamental unity.

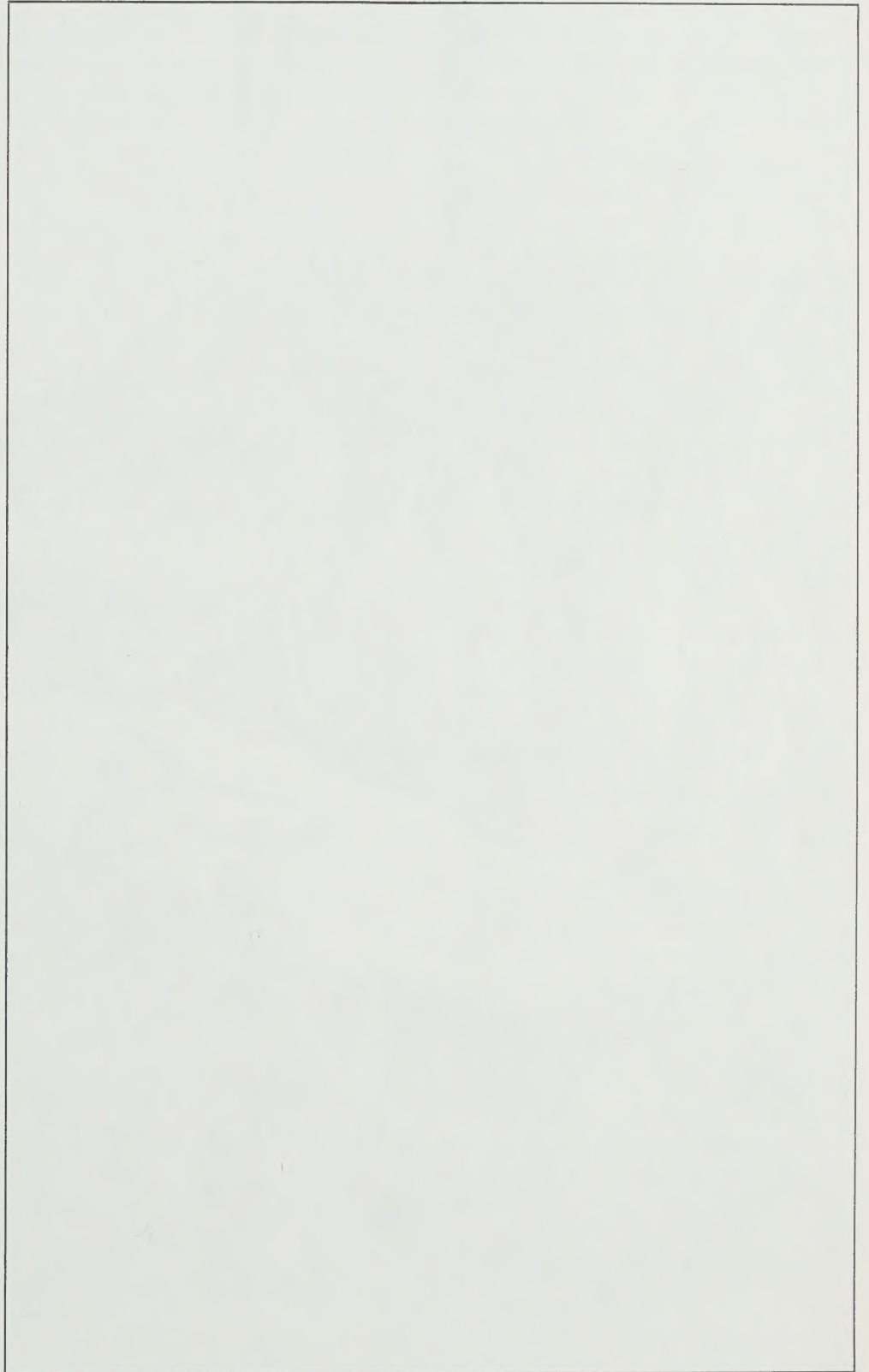
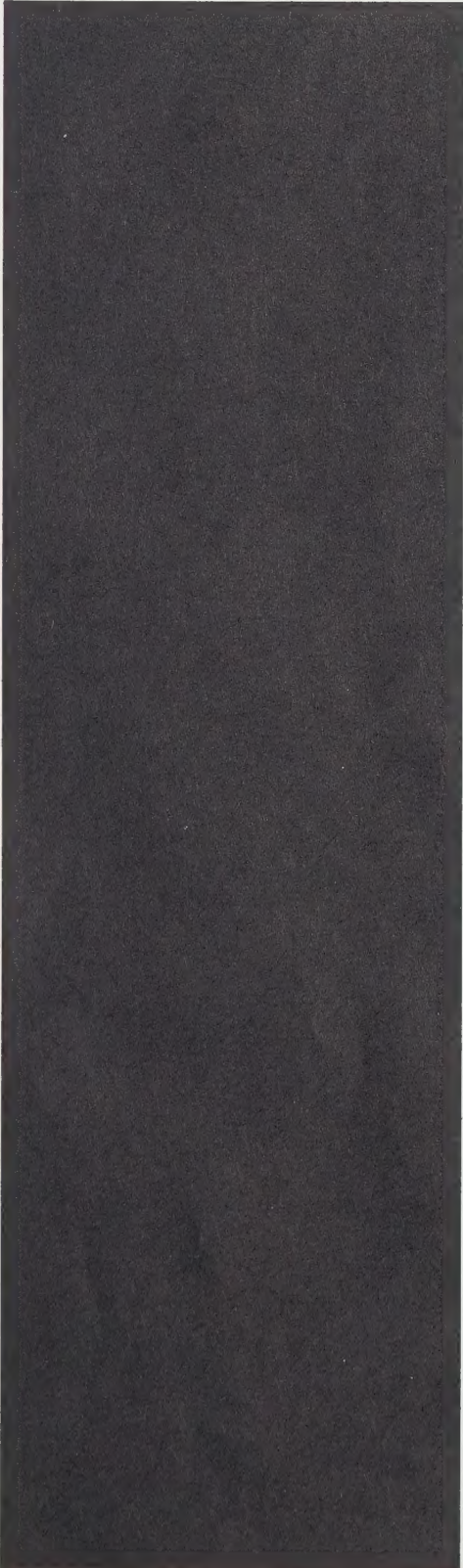
We must escape from any impression that this has been an exhaustive in-depth inquiry. The request put to us emphasized the need for quickness and practicality. Open up the subject and recommend lines for continuing development and study!

Throughout we have kept in mind the role delineated by our originators, the federal government, and we have consciously stayed clear of the fitness aspect of sport and recreation. And a final caveat: we are terribly aware how little we know about the rich, pulsing sporting life of Canada. Our consolation in this humility is that we have found few Canadians who have such knowledge.

We begin with an essay on the basic conceptions of sport and its history which we came to hold. This is the frame of reference that underlies our recommendations.



THE CASE FOR SPORT





Governmental Versus Private Action?

Canadian sport, in many of its branches, is in serious difficulty. A mass of evidence, gathered both in this country and abroad, has convinced us that many of the problems facing sport in Canada can only be overcome with the assistance of the federal government. We know that in proposing a major role for government in the field of athletics we part company with past practice, and that many Canadians will find it hard to accept the necessity for such a recommendation. For this reason, and because we believe so strongly that government action will bring benefits of national importance, we begin our report with a general statement of the principles that have had weight with us in reaching our major conclusions.

Because we have so much geography, we have always found it difficult to tie together the various regions of our country. This fundamental problem is accentuated by our proximity to a strong, populous, wealthy and self-confident nation, which exerts an enormous pull upon many aspects of our life. Because of these pulls and cross-currents, every generation of Canadians has suffered a crisis of identity, and each generation, in its different way, has attempted to resolve the crisis. Such strivings form a central thread of our history. We have built political institutions to provide a juridical framework for the northern half of the continent. We have, at enormous cost and effort, constructed transportation systems to link together our vast spaces. We have tried, through federal social and economic legislation, to create a healthy national economy and to alleviate serious regional social and economic disparities. In an effort to stimulate distinctively Canadian modes of creativity, we have subsidized the arts. Recently, we have been engaged in a search for new national symbols with which all Canadians can identify, to replace those of another age. We have, in other words, used our federal government not just to govern us, but first to

create our country, and then constantly to recreate it in terms of the challenges thrown up to each generation.

The repeated use of the federal government to shore up our sense of being a distinct people with a distinct destiny has helped foster the characteristic Canadian ambivalence about governmental vs private action. This tension has resulted in a set of equally characteristic compromises. C.N.R. and C.P.R., Air Canada and C.P.A., C.B.C. and C.T.V.: these are the alphabetic indices not of indecision but of a canny desire to hedge one's bets and to have it both ways. The debate began with the building of the Welland Canal nearly a century and a half ago; probably we will never conclude it. If we have not been successful in finding a theoretical justification for this unique mixture of the public and private spheres that all can be comfortable with, it can hardly be denied that as a practical working method, it has proven very effective. Canadians have recognized that the needs of a people cannot be contained within the bounds of any rigid ideology, and that if the private sector is not by itself capable of sustaining our national existence, it is the function of our government to step in and help it to do so, however remote the area might be from customary fields of government concern.

Sport is a field in which government interest has been negligible until very recent years. This is quite understandable, since sport, in today's sense of the word, is very much the creation of the twentieth century. Until quite recent times, "sport" was something that gentlemen did with their leisure; as an outdoor activity it usually had to do with the joys of fishing and of the hunt. Nowadays the word "sport" signifies a host of individual and team games, and also those athletic endeavours that are not games but tests of individual prowess. The aristocratic conception of sport has been democratized; a whole new world of human activity has been born, in which millions take part and many millions more observe. What we, who 5

The Emergence of Organized Sport

live in the midst of the sports revolution, have come to think of as normal, our ancestors of a century ago could not have imagined. For them, in a simpler, rural Canada, what leisure there was was spent in traditional pastimes closely related to the affairs of the farm household or the country town. As for the world's masses, whether industrialized or not, not only the opportunity for but the very notion of athletic recreation or competition was utterly beyond the horizon.

Today, complexity, variety and swift change form the pattern of world athletics, the product of an astonishingly inventive social movement all but unnoticed by traditional political and social leaders. Nearly all the games making up this pattern had roots deep in the past, but most have been altered considerably by the creative innovations of individuals or groups. The crucial steps in transforming folk games into national and international sports were the formulation of formal codes of rules, the organization of competition on a regular basis, and the growth of administrative bureaucracies to enforce rules and regulate competition. Doubtless this movement, sparked by inventive genius and then evolving rapidly in the direction of rationalization and complexity, was only symptomatic of developments taking place in broader areas of life, notably in socio-technological development.

Actually, modern sport is the by-product of the technological revolution of the last hundred years, and especially of the last half-century, and the equally important social revolution that has accompanied it. Technology has created cities, harnessed and educated the masses to its needs, and in the process, first chained millions of people to lives of unimaginable drudgery in its factories, mills and offices, and then given them, and their rural counterparts, a measure of emancipation in the form of better wages, better living standards, and most important of all, a degree of leisure to use as they wished. Though this revolution is hardly yet universal, it can truly be said that sport is as much a part of the mass culture that the technological revolution has created as the popular press, motion pictures, and television. It need hardly be added that the role of sport in mass culture is still at a very early stage. The inescapable fact is that sport has now entered the mainstream of social evolution. M. René Maheu, Direc-

tor-General of UNESCO, summed up its new place as follows:

"A world-wide social phenomenon, whose roots ramify deeply into the young and adult lives of men and women—exercise and spectacle, asceticism and recreation, occupation and education, hygiene and culture—sport is no longer the whim of individual escapism. Henceforth, it is closely linked—sometimes cause, sometimes effect or mere symptom but always noteworthy—with the great problems upon whose solution the future of our civilization depends: the rejuvenation of populations, urbanization, community organization in rapidly developing societies, the building up of structures in States that have suddenly become independent, the use of leisure provided by the mechanization of work or by under-employment."

It is not very many years since the new significance of sport in modern society was symbolized by the revival of the Olympic Games. That development, in the area of track and field, has since been followed by the growth of international competition in athletics in many forms. It, and the other competitions, reflected the upbuilding of athletics within the various countries of the world to the stage at which national competition was taking place, and demands for supra-national levels of rivalry were heard. Accompanying this process was the "export" or exchange of national sports, some considerably more exportable than others. Cricket was exported to all parts of the British Empire; so was association football, but it proved to have a virtually world-wide appeal. Ancient European games, once associated with royalty and aristocracy, like tennis or golf, began to be played in the most unlikely corners of the world.

Sport becomes International and Nationalistic

The effect of international competition upon the internal or domestic development of each sport has been remarkable. The stimulation of such rivalry has raised markedly the levels of individual performance in events like the mile run, the high jump and the shotput within a very short time, and to such an extent that gold medal winners from one Olympiad find themselves hard put to compete with new challengers who have emerged in the intervening years before the next Olympiad. Similarly, in team games, the balance of competition among nations has swung from year to year, as team tactics and individual levels of performance become more subtle and more proficient.

Such progression within sports happens not just because it is natural for athletes to aspire continually to higher plateaus of excellence, or because competition stimulates this basic urge. It is also because the values attached by national societies to success in international athletic competition have become strong and explicit. Doubtless such emphasis upon victory has its deplorable aspects, and occasionally a considerable degree of friction can occur out of some unfortunate incident in international competition. It is clear that international athletic success has achieved a political dimension for many states; for at least some, success is a proof of the superior merit of their social and political structure. While this aspect of international sporting rivalry may be deplored, it cannot be discounted. Quite apart from the obvious point that it is better to sublimate national rivalries in athletic competition than to vent them in more violent forms, and from the almost equally obvious point that international competition has created considerable goodwill and understanding among peoples, it is also entirely natural that the world's peoples should find in the achievements of their athletes a meaning that transcends the sport itself. So strong is the national sense of identification

with the performance of such great athletes as the superb runners of Kenya or Ethiopia, or of great teams like the Dynamos of Moscow or Manchester United, that it is no exaggeration to say that for most men their performances have more significance than the more mundane manoeuvrings of politicians and diplomats. The picture held in foreign lands of any country has come, to a remarkable degree, to be determined by that country's record in world athletics. Australia is an excellent example of the process. Competition in sports among countries has become inextricably entwined with matters of national prestige abroad, and national pride at home.

Nor is this situation likely to change in the foreseeable future. The concentration of the press, radio and television upon sporting events is not the result of the manipulation of the media of communication by advertisers or sports magnates; it is a response to an always-increasing tide of mass demand, and to the steadily rising place that sport occupies in the lives of men, whether vicariously or as participants.

Marshall McLuhan has explained the psychological roots of this phenomenon in a characteristic way:

"More obviously than most entertainment, competitive sport is a direct reflex of the various motives and inner drama of a society. ... For business men, golf is the recognized dramatization of the most immediate kind of personal competition. Thorstein Veblen's celebrated notion that sport is a degradation of the instinct of craftsmanship is useful as a pointer, but it fails to take into account the positive functions of sport as a kind of magical art in society. For sport is a magical institution, celebrating by a precise ritual the impulses that seem most necessary to social functioning and survival in any given group."

For all the reasons so far discussed, it has seemed to us quite clear that it has become a matter of the national interest for the Federal Government to involve

itself in the field of sports in Canada, to a much greater extent than ever before. Because of the nature of international sporting competition, and the new significance attached to it, it is inevitable that sooner or later our national government must take a hand in a matter so closely bound up with Canada's place in the world, as we Canadians and as others see it. It seems to us that that time has now arrived, both because of developments in Canadian sport, and because of the crisis in our national life.



The Significance in Canadian Sporting History

Most Canadian games and pastimes have a history going back into the nineteenth century. There are exceptions, of course; for example, the sports stemming from use of the internal combustion engine (car-racing, motor-boating, waterskiing), or modern off-shoots of strength and action activities like weight-lifting, judo and karate, or sophisticated derivatives of older basic sports such as ice-dancing, ornamental swimming and orienteering. Such recent diversification does not alter the broad generalizations we draw from Canadian sporting history. The common factor in almost all our sports is that they reached an organized or a codified form under the aegis of men from the military, the universities or from the business world, men who had the time, money, and ingenuity to make them creative pioneers. In almost every case the inventive and crystallizing work did not come simply from a thought process — “Let’s create a game” — but was a resolution of a quite unorganized but basic activity engaged in by many people, often children and youths. Lacrosse is a good example. A pell-mell Indian frolic was turned into a coherent game by one or two young Montrealers in the 1850s. Twenty years later a few McGill students, at least one of whom had much experience in shinny at Halifax, adapted this rather formless harbour play for indoor skating rinks and suddenly we had hockey. Rowing is another illustration of our point. Just as in England, Canadian rowing grew out of races between boatmen and ferry-men. The colonies of British North America were delighted in the 1850s when a crew of boatmen from Saint John went to England and beat the Thames boatmen. But the amazing proliferation of clubs in Lachine, Winnipeg, Toronto and Hamilton, with their wonderful facilities and boats and a fine record at the British Henley and in U.S. competition, was well-established by 1900 through the leadership and

participation of what we can describe as the young “elite” of these communities.

The significance of this leadership factor emerges more sharply by comparing the sporting development of French and English Canadian society. In 1909 E. Z. Massicote published a book entitled *ATHLETES CANADIENS-FRANÇAIS*. Of its forty-odd heroes and heroines only one was a star of a team-game, and he, Nap Lajoie, the great second baseman, was born and raised in New England; the rest were either strongmen or strongwomen, boxers, wrestlers, or gymnasts. This emphasis upon activities of physical strength does not reflect a hostility toward or ineptitude in more complex sports, but simply was the mirror of the interests of a simple, homogeneous society close to the hard work of forest and field and without a strong leisure-class leadership. The familial unit and the parish were the key elements of the French-Canadian social structure: the Church in Quebec was very cool towards complex, organized games until the 1920s. The French-Canadian bent was towards such forms of home recreations as singing, word-games, and cards in which the whole family took part. A gauge of the change in French-Canadian society was the slow but steady way French-Canadian names crept into the lineups of hockey teams one finds in the newspapers after the turn of the century.

It may seem that we are stressing old patterns irrelevant to our present task. Far from it. We need some perspective from the past for an understanding of the present. The Scots brought us curling and Caledonian games and a form of track and field endeavour. The Scandinavians brought skiing, the Germans and the *turnerbund* brought gymnastics. The combination and inter-penetration of what was brought in and what was developed domestically provided a rich

heritage. Nothing is more typically Canadian than the way almost all these sporting endeavours leap-frogged out of individual communities and across the countryside, turning into regional and then national competition.

The two most persistent threads in the story of Canadian sport are the drive towards some kind of national championship (and therefore national organization), and the operation of community spirit to sustain such wide ranging competition. The essential dynamic to development was community pride. Ordinary maxims of business economy were put aside when a town’s people believed that it was good, even vital, that they be represented by an excellent team for competition against other towns. Thus lacrosse, hockey, and football spread west and north, almost coincidentally with the spread of the railways. The CPR had hardly reached the West Coast before a lacrosse team was using it to come back east to challenge for the Canadian championship. The links forged in national sport were extraordinary and unique. The same coincidence of nation-making and national sporting competition did not occur in the U.S.

We cannot weigh with any accuracy the contribution such Canadian sports development played in knitting a nation, but it must have been considerable. We make use of it because such a role for sport has continuing significance. If we think it important to keep an intrinsically Canadian sense of community in the face of the colorful and penetrating attractions of our powerful neighbour, sport is one of the most effective ways of doing it.

Sporting activity has its share of the normal human experience of change, rise and decline. Sports like lacrosse, cricket, snow-shoeing, tobogganning, skating, quoits, croquet, canoeing, and rifle-shooting once had very wide appeal in Canada, but have now declined 9

from a former popularity. The rise and democratization of skiing, golf, and curling have been phenomenal. The motor-car, the refrigeration plant, the inclusion of gymnasiums in countless schools, the speed-up in transport provided by aircraft and highway networks, have aided the development of some sports and helped in the eclipse of others.



The Consequence of Professionalism in Canadian Sport

Sooner or later, as every sport achieves wide popularity, there emerges the entrepreneur who wants to professionalize in order to make money or to sustain success over rivals. Within certain sports the especially skilled performer comes to find that there is a market value in teaching and demonstrating his skills. Whether professionalism was the conscious product of the promoter intent on gate receipts or the player wanting an income or a supplement to it, its advent precipitated the long difficult conflict between amateur and professional, stretching from the 1870s almost to the present day. The amateur ideal, essentially British in origin, was taken over by our sporting elite and cemented by their strong Puritanism. Thus the purity of the amateur ideal created rules which put professionalism beyond the pale. Now the furious battle between the amateur ideal and professionalism is almost over. We say "almost" because it still presents a problem in the present context of hockey competition on the world stage. The point is that it is no longer an issue which divides people and players within sports into black and white, right and wrong, good and bad.

A simple piece of evidence illustrating the rise and acceptance of professionalism in sports is the meaning now given to "amateur" and "professional". When you describe someone today as an amateur, you are slurring his competence, whereas a "pro" is someone who really knows, who is no longer green or inept. An amateur is thought of as one with a part-time involvement, and hence fundamentally inadequate. This broad distinction between the amateur and professional today is more significant than it may seem as will be seen in our recommendations regarding the organization and structure of sport in Canada. There, we declare for an end to amateur makeshifts and a recognition of the full-time, rationalized use of professionals in sports administration.

Since the beginning of the TV era, professional sport in North America (in the Canadian context that means football and hockey) has boomed, the enormous sums of money exchanged or taken in through sale of TV rights, in contracts to players, and in gate receipts from huge crowds, have given the impression of a well-organized set of industries whose main purpose is profit. Such a stress overlooks several characteristics in the ownership and promotion of professional sport. The majority of owners in the most successful professional team games are in the business because it fascinates them; their position enables them to move in an aura of publicity, and to consort with heroes at the centre of vast public interest. Very frequently, money and leadership talents move into sport from interests such as brewing, construction, distilling, and communications because sport provides an easy supplement in terms of advertising and promotion. We refer to these matters because the over-simplification that pro sport is merely a money-making activity can lead to the opinion that either it must be the model for all sporting activity, because financial success and wide acceptance is proof of its worth or, conversely, that there must be a clear, sharp line between any endeavours in which the government has a part and the whole professional apparatus geared to profit.

Professional team sports require a base of playing talent. Where does it come from? If we take hockey, football, baseball, and basketball in North America it becomes clear at once that such sport, when well-organized in leagues, must count on thousands of boys playing and developing in regular competition in thousands of towns and schools and colleges. When the professional organizations become too eager and unscrupulous in exploiting this talent base, through contracts made with youngsters and their subsequent assignment to

play far from home in locations and operations designed to produce the ultimate finished product, then the legislators enter the field, at least in the United States. Investigations and legislation lead to protection for the student, the amateur and the under-age, some imposed by law, others developed by the professionals in order to head off legislation and to meet criticism. But every pro sport seems to go through a period when it exploits and protects its talent base ruthlessly. Anyone with a memory of what happened to Allan Cup and Memorial Cup hockey in Canada, the long disputes over the "C" form, and the hullabaloo over "hockey bums" will see our point.

This survey of the history of Canadian sport, up to the onset of professionalism and the problems it has brought in its train, has, we hope, indicated the close relationship between the development of our sports and other aspects of our national character and achievement. This is why we think that the encouragement of Canadian sport offers a fruitful field for government action, action that would touch the imaginations of millions of our people. Consider, for example, the contribution that sports heroes have made in the formation of our distinctive national culture. Because most of our history has been relatively uneventful, or has lacked the drama and violence that marks the history of many other countries, we have not a national pantheon filled with towering and almost legendary figures of the kind that loom so large in the popular consciousness elsewhere. The role of the hero and the heroic myth has been a vital element in the formation of national consciousness in many countries; in Canada, our heroes tend to have strong regional rather than national associations. With all respect, it is exceedingly difficult to dramatize the lives of our national politicians in such a way that Canadians can experience a deep inner pride and

satisfaction in contemplating their lives, no matter how skillful they have been in adjusting the various interests that make up our diverse country.

Sport is one of the few dimensions of Canadian life in which truly national folk heroes have been created, and are constantly being created. Louis Cyr, Ned Hanlan, Tom Longboat, Percy Williams, Barbara Ann Scott: the list could be extended endlessly. Hockey has been especially prodigal in the number of athletes it has thrown up who have become national figures, though strong regional identification remains for them. Their names, moreover, reflect the many ethnic strands that have gone into the making of our national fabric — Richard, Joliat, Béliveau; Conacher, Cook, Howe, Stanowski, Mosienko, Mahovlich; Grosso, Delvecchio, Esposito; Morenz, Schmidt, Bauer, and so on.

Hockey, unfortunately, is also the prime example of the manner in which professional sports organization has robbed us of the element of regional participation in sports which has been so significant a psychological factor in creating a national sporting scene, and in endowing the concept of "Canada" with a new imaginative dimension. We shall say more of this later, when considering in detail the state of Canadian hockey, but it can be said here that the demands of professionalism, and the primarily American orientation of the National Hockey League, have gone far to destroy the network of local and regional amateur hockey leagues that once contributed so colourfully to the richness of Canadian sport. We can only lament the gradual disappearance of the day when a junior team from Copper Cliff or St. Boniface came to the big city to win the Memorial Cup; or when North Battleford Beavers or Moncton Hawks, Port Arthur Bearcats or Kirkland Lake Blue Devils contended for the Allan Cup. Much remains, however, in other

situation is not completely irretrievable.



The Advantages vis-a-vis Sport given to "haute culture"

There are few aspects of our national life that contribute so significantly to a distinctive Canadian consciousness as the feats of our athletes and teams; and few areas of our national life in which such ingenuity and inventiveness has been displayed. Yet, it is remarkable how little appreciated the role of sport in forming our values and attitudes has been, and how scant the involvement of government in encouraging the development of so potentially influential a psychological nation-builder.

Government has not hesitated to provide massive assistance to various aspects of Canadian culture; that assistance is being made concrete on Confederation Square. We have no wish to denigrate government policy towards the arts. Yet clearly expenditure in this area, though it brings important cultural returns, touches the lives of a relatively small part of our population and reflects the tastes of a minority. Both this form of culture, and the mass culture of which sport is so vital a part, involve the spectator as well as the participant, but participation in sports is much more general than active participation in the arts. We hold that that form of culture which involves perhaps 90% of our people is as valid a field for government interest and support as that which involves perhaps 10%, particularly because sport makes such a central contribution to our awareness of ourselves.

It is of course true that a major function of the arts and of scholarship is to enable us to see ourselves more clearly through the perceptions and insight of the artist. Yet who can understand us without an understanding of those games we ourselves have made? How suggestive that a people so reputedly safe and passive should have evolved the game of hockey, a game so brilliant, so infinitely various, so violent and yet at the same time dependent, as perhaps no other game is, upon the marriage of superb physical accomplishment with

the capacity for instant reaction and endless invention.



The Neglect of Sport by Educators



It is customary, among certain groups in our society, to regard athletics and athletic competition with a degree of condescension. This is notably so among those devoted to *la haute culture*. We found it amusing that the late T. S. Eliott, as exalted a high priest as poetry and literature have seen in recent decades, should begin his long essay, *Notes toward the definition of culture*, by referring to two English events, the Cup Final and the Boat Race, which he finds evocative of national cultural significance. Canadians have too dehydrated a view of culture, and are too easily impressed by genteel displays of aesthetic refinement and the appearance of civilized sensibility, a trait that the author of Sarah Binks parodied unmercifully. Though it is true that there is much in the atmosphere surrounding sport that invites derision, older cultures than ours have been able to make the distinction between the value of physical fitness and athletic endeavour, and the occasional idiocies or excesses of spectator behaviour or press exaggeration.

Our frontier background, and our relative youth, perhaps account for the distortion of our educational system, in which athletics and fitness seem to have little place, or place only for the few. The idea of the integrity of mind and body in the educative process is one of the oldest notions of Western civilization; Plato saw the relationship as one that would benefit neither the mind nor the body exclusively, "but . . . both together, in order that they may be fitted together in concord." The mastering of one's body is a training in the disciplining of self; the drive for excellence in athletic achievement carries over into the intellectual sphere. It is almost embarrassing to set down such truisms, were they not so foreign to the way in which our schools approach fitness training and athletic participation. The values to be derived from sport as sheer play, as a medium for free flow and self-expression, for recreation, for the intri-

cacies of organized interaction and teamwork, should not require explanation, yet given the miniscule place allotted athletics in our elementary and secondary schools, it looks as if our educators have not got the message.

Education is not one of the responsibilities assigned the federal government under the British North America Act, yet this task force would be derelict did it not call attention to the startling failure of our educational system to provide adequate athletic and fitness training for the youth of this country. Small wonder that the overwhelming majority of our young people stop active participation in sports in their mid-teens; small wonder, too, that no educational counterpoise against the attraction of professionalism has been built up in our universities. It is in the schools that the base for national and world standards of excellence can best be laid; it is in the schools as well that our whole population can be taught to appreciate the values and benefits to be derived from physical fitness and from active participation in sports.

If, as we contend, participation in sports brings returns in self-awareness, self-discipline and the capacity to work with others; if sport, at the national and international level, has contributed and can contribute to the community and nation building process; if sport fosters national pride and consciousness, then we believe that a strong case has been made out, not only for a change in leadership attitudes towards it, but for active government participation in its development. And we should point out that, as in other fields, it should be part of the government role in sport to redress the regional imbalances that exist. With remarkable individual exceptions, the Maritime Provinces have not been able to compete effectively at the national level. Not only between regions, but within them, there are great disparities in the distribution of sporting

opportunities and facilities.



"Fitness" as a Shield and/or Muffler in Sport

There is one sensitive area with respect to sport and the attitudes surrounding it that we have hesitated to touch, yet it is so much concerned with the relative priorities given to fitness and sport within the Fitness and Amateur Sport Directorate that we cannot refrain from commenting upon it. There is a widely-held stereotype to the effect that physical fitness is eminently worthwhile, efficient and therefore publically defensible, while sport is insubstantial, wasteful, a pursuit for kids and morons, and therefore indefensible. At the time of the passage of the Fitness and Amateur Sport Act in 1961, one former Member of Parliament has told us, there was an unspoken all-party attitude that it was essential to do something for Canadian sport, but that such action was politically risky unless fitness could be used as a cover. In other words, it was the righteous armour of fitness that provided the justification for the entry of government into the field of sport.

It seems to us that in our approach to the relationship of government and sports, we have been, in a perhaps typically Canadian way, high-minded and serious in the framing of our basic conceptions, and reassuringly earnest and respectable in our judgments. We hope so, because that is the way we feel. Yet perhaps we could be permitted a moment of simple light-heartedness? We like sport. We advocate sport. We get a kick out of playing a game, or watching one. It's fun. It's a wonderful escape from time and worry and self-concern. Playing a game cleanses and vivifies the spirit. We think the joy and excitement of sport, of a good game or a close race, improves fitness and the self-discipline of the players better and more easily than any series of fitness programmes, with their daunting charts, formidable progressions, and Spartan rigidities.

There is a certain parallel between the teaching of Shakespeare in high school

and the physical education programme that concentrates on exercise and drill. Just as thousands of Canadian kids have found Shakespeare at Stratford to be an unbelievably happy experience after slogging through the *Merchant of Venice* in Grade X, so thousands of our adolescents hate P.T. at school and love games and sports of all kinds. We believe that the fun and pleasure of sport are things to be delighted with, enjoyed, savoured, and hence promoted, and that sport should not be condemned to walk in the shadow of fitness as its retarded brother.

Now that we have ventured this far, we are encouraged by our boldness to note that the physical education teacher is in a peculiarly vulnerable position within the educational system. Among those who teach the older and more cerebral disciplines, there is often a mild contempt for the physical education programme and for those who teach it. Anyone with some knowledge of the high school subculture will have heard the term "jockstrapper" applied to the Physical and Health Education types. The reaction of the physical education specialist tends to be defensive. He will seek the higher seriousness, will couch his discipline in the language of science and behaviourism, and will be all too willing to downgrade the sports aspect of his responsibilities because it is most open to the shafts of "educated" ridicule. We sense that there is a little of this defensiveness and its consequent pattern of behaviour within the Fitness and Amateur Sport Directorate.

Our assumptions about sport, and the place it occupies in our society, should now be clear. In the succeeding sections of this Report, we turn to specific areas of sports in which problems exist.

PROFESSIONAL/AMATEUR RELATIONSHIP IN SPORT





Professional Sport

The first term of reference given to us was to examine:

"prevailing concepts and definitions of both amateur and professional sport in Canada and the effect of professional sport on amateur sport."

There is much more to the amateur and professional issue than the simple proposition that an amateur is one who plays sport for the love of it and a professional is one who plays sport for the money or perquisites it brings him. Earlier, we noted the debasing of the worth attached to the word "amateur" and the elevation of the worth given to the word "professional". The high point of the English cricket season, the match between "the Gentlemen" and "the Players", symbolized the traditional and now outmoded distinction between those who played without thought of remuneration and those who did. No longer do professional cricketers go through a separate gate and have separate quarters. Throughout the world, in almost every sport, the practical definitions or the operative meaning of amateur and professional have changed, and in some cases the distinction has almost disappeared. The two chief factors influencing this change have been the sheer respect given in a mass society to men who make large, even fantastic incomes from sporting or any other prowess, and the often awesome skill, dedication, and determination of professional athletes which has been made so current and familiar by television.

The National Advisory Council on Fitness and Amateur Sport attempted through a report prepared by Tom Bedecki, its assistant director, to define the difference between the amateur and the professional. This was the conclusion he reached: "it is virtually impossible to come up with a conclusive definition at the present time."

The Olympic definition of an amateur is no longer clear-cut. The exclusion of professionals is attempted by a code which is essentially negative: i.e., an

amateur is one who does not . . . etc. As Mr. Bedecki puts it in his paper ("The examination of the amateur code in Canada", Ottawa, Department of National Health and Welfare, 1969): "the Olympic Games gradually accepted the various international definitions of amateurism . . . the present Olympic Code is additional to the regulations of the international federations governing that sport, and in some cases *is even in conflict with their regulations.*"

"A review of some 32 international sports federations disclosed the diversity of their interpretation of amateur status. Half of them define amateurism in a positive fashion; the majority of the international federations merely regulate against specific abuses in determining amateur status. Three international federations define a 'non-amateur' while a similar number make no distinction between an amateur and a professional. A few international sports federations govern both amateur and professional competitors within their sport."

This broad diversity of international sports practice on the subject is paralleled in Canada. We judge from this evidence that the prevailing Olympic rules are unrealistic, if not hypocritical. They are neither well-policed nor are they respected by athletes and officials. The enforcement of these rules is usually left to the various national Olympic associations, and thus varies according to the cultural values of each nation. Who is not aware that countries behind the Iron Curtain have a distinctive and quite different conception of the role of sport and the nature of an athlete's training and career from that held in Western countries?

In passing, we must note that there is now and has been a continuing reassessment by the International Olympic Committee and many of the international federations of the amateur-professional question. Especially relevant to Canada are the discussions going on

regarding ice-hockey and skiing.

We have drawn up the following pragmatic recommendation from the situation in international sport. *Canada should set its own rules, according to our situations.* A consequence of such a policy would be individual initiative on the part of individual federations representing each sport, first domestically and then internationally; and there would be need for the Canadian Olympic Association to pursue the Canadian policy abroad. An imperative corollary of such action must be positive action by federal representatives abroad in helping to get recognition of such a policy.

Among the host of positive and negative definitions of an amateur and a professional, we recommend the following as suitable to Canada and for the purposes of federal legislation:

"an amateur athlete is one who pursues excellence in sport, observing the rules of competition and with a feeling of good sportsmanship for his competitors, regardless of race or creed."

"a professional is an athlete who may fit all the requisites of the definition of an amateur athlete but who pursues sport as his prime source of livelihood."

We believe that amateurs should be allowed to compete with professionals without the former forfeiting their amateur status.



One of the touchiest and most controversial questions we have wrestled with is whether professionalism, as it is found in Canadian sport, has a detrimental effect upon amateurism. Before we examine football and hockey in particular, we would risk these opinions on the question. The advertising, the publicity, the enormous lineage in the press, the thousands of minutes on radio and TV, the emphasis on personalities, on statistics and standings and playoffs has created, among the public, both an acute familiarity with professional sport and its heroes and a taste for the excellence found there. Amateur sport has come to have, in the public mind, a second-rate or inferior connotation. Partly this is a consequence of a dearth of publicity and crowds, partly because it is not as fashionable to watch and support amateurs, and more regrettably, because the idea that an excellent competition or game does depend on the participants having the ultimate skills. We say "regrettably" because the evenness in talent and the spirit and effort to be found, for example, in a peewee hockey game, can produce in thrills for the watcher and release for the players a match equal to many an NHL contest.

We must mention another complexity in this picture of professional activity. Some games have not found professional promoters nor a wide following, yet all the elements of superb skill and keen contests are there. Take volleyball or canoeing as examples. So far, there has been no stimulation of mass interest but it is there in potential. Interest may bloom suddenly; for example, the public interest in competitive swimming arose sharply after international success gave us some heroines.

It is almost axiomatic that any successful professional sport draws from what begins as a very broad and youthful base of playing talent. The ever-present danger here is that the golden aura and shrewd management of the professional

enterprise can lead to a domination of the entire structure, play, and styles of the sport. Colloquially, the tail wags the dog. There is nothing wrong with "open" competition between professionals and amateurs. As we have said, it has become acceptable practice, particularly in the non-team sports like golf, tennis, and skiing. The social concern that moves legislators and other responsible people arises when the professionals carve and arrange and mould an entire sport structure and in doing so, alter the values of youth, especially those relating to education and the best kind of adult achievement.

Probably the most important and entrancing question before us on the professional-amateur matter deserves a sociological treatise because such a study could tell us so much about the Canadian mind. Why is the Canadian public so upset when inferior teams represent Canada abroad? Why are such teams cursed as "amateur" and "shamateur"? Why does the demand surge up that we get professionals to represent us? Our judgment is that Canadians have come to expect a good showing by any sporting team which wears a Canada crest in international play. They want somebody to do something about it, and more and more the responsibility is being fastened on, and accepted by, the federal government, at least to take part in the leadership and to sustain our emblem-bearers. We must be frank and ask Canadians to recognize that the level of excellence in most international competition is so high, and is likely to go so much higher, that our response to the challenge in many sports, and specifically in hockey, must be a considered and thorough one requiring co-operation from all elements in each sport, including the professionals. In other words, to achieve and maintain international repute, there must be some redressing in the old and continuing antithesis between the pro-



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professionals and the amateurs.

The following sports have some professional basis in Canada: hockey, football, lacrosse, golf, soccer, baseball, ice-skating, figure skating and skiing. Wrestling and horse-racing, both thoroughbred and standardbred, fit the classification but have unique attributes of their own which take them out of our consideration. Hockey has been singled out for detailed examination here, because of the present dilemma it seems to be in; although we draw some illustrations from football for purposes of comparison. Both hockey and football have many players in Canada of both amateur and professional status.

We have the opinion that in the relationships between the Canadian Football League (the governing body of the pros) and the Canadian Amateur Football Association (the governing body of the amateurs), there is a mutual consideration and respect. The CFL provides money to the various amateur groups for the organization and running of their various programs, but there is no written agreement between the pros and the amateurs. There is no room in this sport for the flat accusation that the pros are running the amateurs.

The Canadian tradition of community endeavour, the Canadian bent for national competition often in defiance of transport economics and the Canadian wish to keep at least some distinction from American patterns, have all contributed to the success of the CFL and to its national scale, inter-city competition, which gives us something uniquely our own with a date in each year's calendar which culminates in spectacle and the delights and agonies of one of our oldest contests, the West against the East.

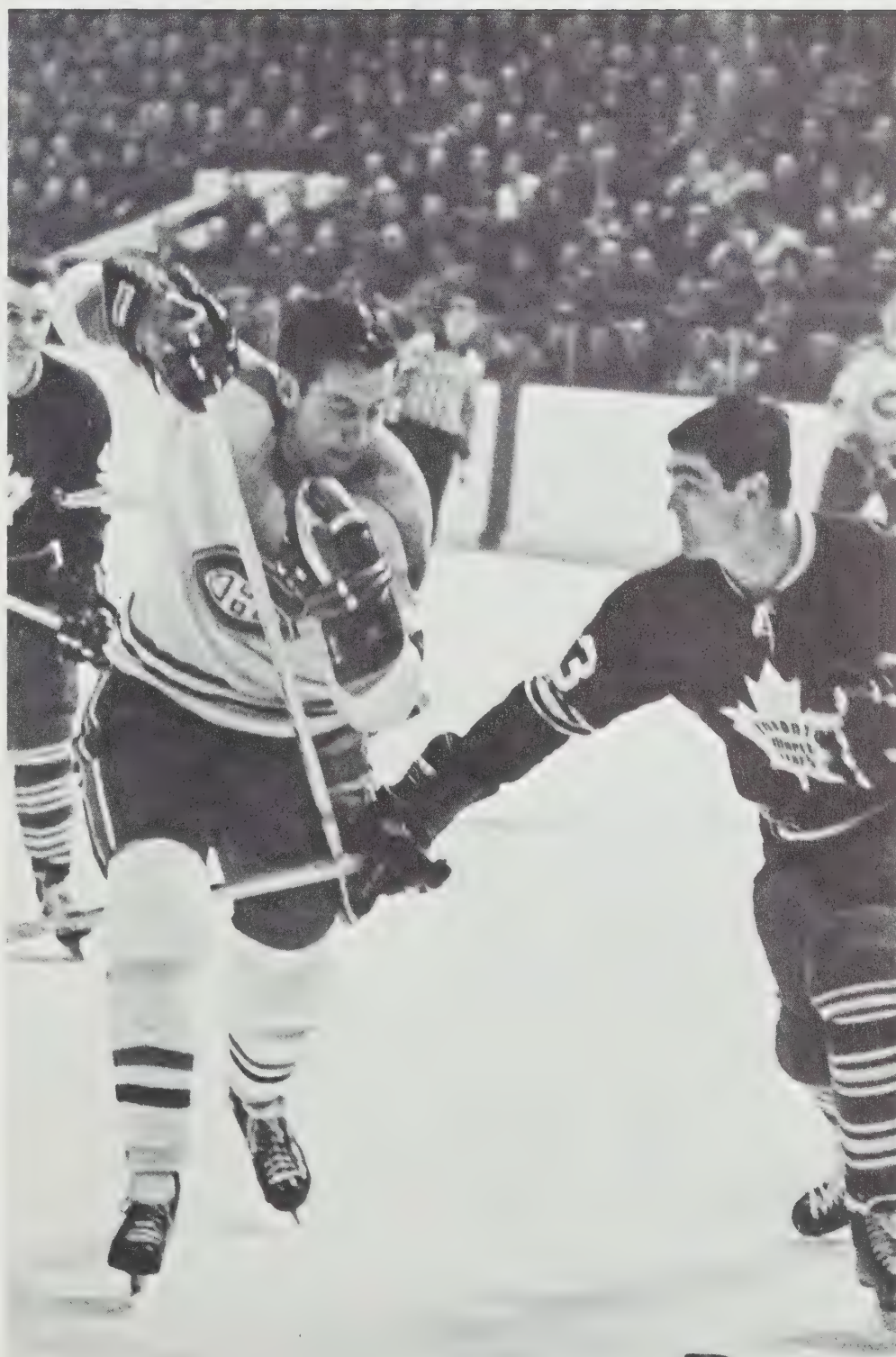
Despite the attractions of the CFL as a good model in professional enterprise, it must be remembered that the player

base from which talent is drawn is North American, not exclusively Canadian. Most people know the reasons for this: the superior quality and large numbers of the football players produced by American colleges; the ubiquity of coaches developed by the American system; the ready-made, well-known reputation of so many Americans who contract to play here, and most of all, the simple fact that Canadian players, as yet, are not so good nor so numerous. In time, the latter situation may improve. Football is entrenched in most high school athletic programs, an increasing number of colleges are fielding teams, and the pursuit of the game has what we would describe rather euphemistically as a "nice middle-class cachet". The rule that limits each CFL team to a fixed number of American "imports" and the benefits of U.S. college football as a talent incubator has led to the practice of sending Canadian high school players to U.S. colleges to play football and acquire, incidentally, a university education. The sponsorship of these boys is by the individual CFL teams; many of these lads qualify for athletic scholarships or grants provided by most U.S. colleges for athletes who make their teams. This practice is providing more and more well-trained talent to those CFL teams who have adopted it.

There are some conclusions and a few questions to be drawn from this: firstly, U.S. colleges are better as "farms" than Canadian colleges (will this continue to be so?); secondly, many of the migrant boys could not qualify for entry into Canadian colleges, therefore, they are getting an extra or second chance at more education. What proportion of these boys makes it through to a degree; what proportion comes back to

CFL pro play as soon as they have, or the management feels they have a modicum of skill; what backing for their education stays with the boys if they are injured or otherwise fail to make the college team?

We would like to advocate those practices which would foster more player development in Canada, preferably in our colleges and junior leagues, and as many Canadian players in the CFL as possible. The success and model of a Russ Jackson has been an immeasurable but usefully important aid to pride in a Canadian feeling and identity. Frankly, we were impressed with the quality and thought in the presentation made to us by the CFL. There is a conscience there, a strong Canadian view, and a most aware responsibility that the professional must deal fairly with the amateur part of the Canadian football structure.



On June 3rd, 1968, Prime Minister Trudeau told an election campaign audience at B.C.'s Selkirk College that he intended to set up a Task Force to study sport in Canada. When we were given the job, Mr. Trudeau made the following remark:

"...hockey is considered our national sport and yet, in the world hockey championships, we have not been able as amateurs to perform as well as we know we can."

Such prompting from our national leader has led us, in the evocative language of the sports pages, to "the gut issue" of Canadian sport, hockey.

The game has spread now to almost every country in the northern part of the world. The quality of facilities and coaching, the wealth of players and the host of fans, in Russia, Sweden, Czechoslovakia, and Finland in particular, is remarkable. Why has this happened? The trite but honest answer is that hockey is a good game, that Canadian genius found and evolved something with an intrinsic appeal to players and watchers anywhere.

It is very easy for any historical perspective on a sport to disappear as it becomes popular and professionalized and focussed on each season's schedules and championships. Now, the present Canadian concern over the style and rules and quality of hockey, especially international hockey, erupts with complaints and roars such as "What the hell are they doing with 'our' game?" and "They should play our way and against our best." The point is that it is no longer only our game; it belongs to the world, even though it is still accurate to describe hockey as our national game.

Hockey has never been one of the more sophisticated team games to watch or play, although it has aspects capable of a high degree of technical development and specialized training. It's an easy game to adjust to external factors or demands such as audiences to whom it

is strange. Thus there has been an emphasis on the grosser points such as roughness, spills, fights, and speed to lure crowds, especially in the U.S. In a long generation, the pattern of the game in Canada has changed from one with intricate passing patterns, a three-man forward line carrying the attack against two fairly immobile defencemen into a pell-mell swish of play from end to end of the rink with five men up, and five men back, with puck control becoming less important than forcing play into the opponent's defensive zone, and with tremendous pressure being exerted on the goal tenders. It seems fair to say that the marketing of hockey in the U.S. was one of the factors encouraging such a change in pattern.

The pace of hockey is so swift and unpunctuated in contrast to the changes of tempo common to most other team sports, that any game between fairly equal teams becomes a series of emotional crescendoes upon which the mind has little time to work. Such a trait is a bar to analysis and has operated, we think, to block any deep consideration of techniques and coaching. Thus, it fell to outsiders, notably the Russians, to come along, take up the game and with the detachment possible to the determined stranger, to analyze hockey thoroughly and then with an elaborated overall strategy for every phase of the game to apply it on a wide and intensive scale.

Much of the appeal of any successful team sport to its players and followers lies in its traditions, records, and its permanent standards of measurement. Baseball is rich in such tradition, aided by the fairly static nature of its rules and record-keeping. Comparisons with the greats and performances of former years can be easily made. Canadian hockey with its changes in style and structure has cut itself off from much of its own past, thus hindering a rational adjustment to the challenge im-

plicit in Russia's rise.

We are trying to say, rather awkwardly, that Canadians, whether as players or executives, amateurs or professionals, find it hard to adjust to, and accept, the reality that foreigners have pre-empted our game and now defeat us with regularity.

Back in the 1870s, Dr. George Beers, the Montreal dentist who led the codification of lacrosse and its first organization of leagues and first national association, wrote for an American magazine on the place of sport in the new Dominion. Remember that it was a time when the myth of Anglo-saxon superiority was strongly held in English Canada. Beers idealized the transplanting to Canada of the British sporting traditions — the sense of fair play, good sportsmanship, the gentlemanly amateur — where these permanent values were being applied to distinctively Canadian pursuits. In passing, he noted that such sporting endeavour was outside the interest and understanding of the French Canadian habitants. Lacrosse was too rugged a game, requiring too much self-restraint and respect for rules for French Canadians.

Even the passing of a hundred years doesn't soften much the impact on us of the insufferable, self-satisfied arrogance and exclusiveness of Beers' opinions. We refer to it because the success of French Canadians in the game of hockey underlines the fact that skill and courage in games is a human prospect, never the prerogative or merit of any one group of people. Further, we get a glimpse when we reflect on all this of the part sport has played in bringing into the main social stream of Canada the new Canadians and those once in enclaves. In the world of the sociologist, sport acculturizes! It mixes people and knocks down class and caste and ethnic and age barriers. This is a lesson we draw to the attention of governments and to two discernible elements in the

public, firstly, those who are hurt and rather angry at what others are doing in and with our game, and secondly, those who consider sport a mass frivolity or opiate which deludes or excites the unwashed and the brainless.

Hockey in Canada

Our analysis of the hockey situation in Canada is based upon a considerable body of evidence. Firstly, we had the advantage of the work done by the Fitness and Amateur Sport Council, particularly the **REPORT ON AMATEUR HOCKEY IN CANADA** by the Hockey Study Committee of this Council, January 1967. Secondly, we received briefs from many knowledgeable hockey men, including players, coaches, administrators and associations. The list included some of those who represented Canada in the 1968 Winter Olympics at Grenoble. Briefs and letters were received from Canadian ambassadors in foreign countries. Thirdly, we had many face to face discussions with amateur and professional hockey players, coaches, and officials including meetings with officials of the Montreal Canadiens and the Toronto Maple Leafs, the Canadian Amateur Hockey Association, the Canadian Hockey Association, the National Hockey Team and the President of the NHL. Fourthly, we had discussions with a wide range of persons in senior positions in business and politics, such as Max Bell, Ian Sinclair, James Richardson and Charles Hay. Finally, we visited with ambassadors and staff in Stockholm, Helsinki and Moscow to get their assessments of the international competitions in which our hockey teams have taken part.

The "hockey" section of our report follows this arrangement:

1. Social and practical problems of present-day Canadian hockey;
2. Canada's national hockey team;
3. The CAHA and its relationship with the NHL;
4. Player contracts in the National Hockey League.



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Social and Practical Problems in Hockey

It is not surprising that a sport so much played by boys across the country should be eliciting so much critical comment. What has surprised us is the unwillingness or hesitation of officials in both amateur and professional hockey to take either the emerging criticism or the present problems with a candid openness and seriousness. Too often the attitude seems to be that "this is our bailiwick and the critics don't know what they are talking about". Let us elaborate with one example of the criticism before us.

In February 1969, the United Church Observer, a bi-monthly magazine with a circulation of over 300,000, carried a highly critical story about the dangers in the mass participation of young boys in organized hockey. It suggested that the game was over-organized, that there was too much emphasis on equipment and uniforms and winning, that the game was too rough and had too many injuries and that much of this arose from an aping of the professionals and their violence. There was the suggestion that hockey was a bad moral influence because the stress on winning was heightened by over-zealous coaches and parents. There was the belief that hockey was antagonistic to or incompatible with the educational process because of such emphasis and because of the long schedules, long-distance junkets to tournaments, and bizarre playing and practice hours required by pressure on insufficient facilities.

Should such criticisms be taken seriously? We think so, although obviously they are sweeping and generalized. We believe they are left unanswered because the attention of hockey officials, especially in the CAHA, is centered mostly on "spectator" hockey at the junior level and above.

One feature of hockey today is often missed, yet it must be understood if good plans to reform and extend the game are to be developed. There is mass

participation among boys between the ages of 9 and 15. Our rough estimate is that more than 225,000 boys (probably 85% of all those playing hockey in Canada) are in this category. They play organized hockey with formal rules, regular schedules and specific equipment and uniform requirements. Perhaps another 10% of those playing hockey are younger than nine years of age. The rub is that above the age of 15 only about 5% of the total number of players are involved. That is, playing and the opportunities to play drop off sharply after 15, and by 20 years of age only a couple of thousand are still playing. The most striking illustration of this can be found in Quebec. There, a marvellous devotion and a wealth of community spirit provides opportunities for 50,000 and more boys to play, yet there are only five Junior A teams, the top class of age group hockey, in the entire province. The scale of opportunity thus narrows in Quebec from 50,000 to 100.

Why is there this enormous drop-out from competition? Is hockey so dangerous a game; does intense skill become so important so quickly; does the competition for winning teams demand this concentration on the very best? There is a further general question: is hockey the kind of game which can have no continuity in play for considerable numbers of young men into their twenties?

We have recognized several social factors which encourage and partially explain the fantastic drop-out from play. The dating pattern of our young people is established by 15 years of age among many boys in many communities, and has the effect of ending participation for many boys since girls have no role in hockey, even as cheerleaders. Furthermore, almost all players at this age are in high school, and the high schools, with few exceptions, have been hockey deserts. By 15 years of age, the emphasis upon a high level of skill rather than upon play by many demands so

much practice time and long schedules that the combination has a bad effect, or is thought to have a bad effect upon studies and success in school. Many teachers and school authorities frown on late teenage hockey players. In addition, many parents and some of the boys begin to worry about the consequences of possible serious injury because the game seems to get rougher as boys get bigger and stronger.

It is fair to conclude from this analysis that hockey in Canada is now a game for two groups of people; young boys in large numbers and a few highly skilled players, almost all of whom have the objective, hopefully, of playing professional hockey. For this latter group, especially in Junior A and NHL competition, there is an enormous audience of fans and TV viewers.

One of the main challenges facing hockey and the federal government, if it is to become involved in it, is this pinching off of players, this failure in participation. In a television era, it may not be possible to recapture the golden age of hockey, when dozens of towns and cities across Canada supported clubs in the national competition for the Allan and Memorial Cup championships. On the other hand, it is patently ridiculous that all the bright focus of this game should be on the NHL, ten of whose twelve teams are in the United States, and upon a dozen or so Junior A clubs.

We acknowledge that a good case can be made for saying that any game which so sharply and quickly becomes the exclusive property of a relative handful of players and promoters doesn't deserve much consideration from government or anyone else. And we do not doubt that such an attitude would be appreciated by those entrepreneurs who control the operations of the NHL and its farm system, or even by many of the senior leaders of the CAHA. We feel, however, that hockey is such an exciting, 27

sound and challenging game that it deserves better than this. The main burden of our argument to support this begins to emerge after we look at the record of Canada's national hockey team.



Canada's National Hockey Team



In Olympic competition, Canada was usually the undisputed world champion until 1956 when our team was defeated by the Russians. (The one exception, Britain's triumph in 1936, was hardly irritating to Canadians, since most of the players came from Canada). The U.S. won the Olympic title in 1960 and the Russians took it in 1964 and 1968.

In 1930, there began the practice of an international tournament each year, sponsored by the International Ice Hockey Federation. This has come to be recognized as the world championship in those three years of the four when the Olympics are not held. Canada has not won this championship since the Trail Smoke Eaters triumphed in Switzerland in 1961. Next year, the championship tournament will be held in Canada for the first time.

It is worth noting that Canada, the original home of ice hockey, has no special place in the International Ice Hockey Federation. It is merely one member with two delegates. The weight of membership strength is in Europe. Further, the executive leadership of the I.I.H.F. has seemed to rest for a generation with a Mr. Bunny Ahearne, an Irishman resident in London. At present, very little ice hockey is played in Britain, and Britain rarely fields a team for international play. Mr. Ahearne is a shrewd, garrulous and controversial gentleman. We must remark, at least in passing, that it is odd that so much leadership direction rests in a man who has no real base beneath him in his own country, in terms of players and leagues. In practical effect, he seems to have in international hockey much of the authority Judge Kennesaw Mountain Landis had in baseball through the '20s and '30s.

The organization and selection of an amateur national hockey team for Canada has become a more difficult and thankless task since high quality teams

began to emerge from Russia, Sweden, and Czechoslovakia in the mid-1950s, just at the time when the quality of our national senior champions, the winners of the Allan Cup, was slipping.

Five years ago, the recognition that our champions alone or aided by selected players were inadequate as representatives in the international tournaments led to the development of the national team concept. The managers and scouts of the national team have found a strong resistance to their recruiting efforts among the owners of some amateur teams. These men do not wish to lose their stars because of the potential loss of revenue and the weakening of their teams' capacity in league play.

The professionals have resented the effort of the national team because it has and will deprive them of the services of some outstanding NHL prospects. The NHL has also been reluctant to release any professional players who sought to be reinstated as amateurs in order to qualify for the national team. There is an inherent difficulty, of course, in that the system of contracts, drafts, and waivers in the professional hockey set-up gives rights to every team in the arrangement, most of which are in the United States. Why should a manager in Tulsa or Baltimore waive on claiming a player just because he wants to play for and is wanted by the National Team of Canada?

The concept of the national hockey teams has had several elements of reasoning and motivation. Firstly, there was the idea of providing some continuity of players and coaching from year to year. Secondly, there was the belief good playing talent could be attracted by the chance to represent one's country; to get a higher education while playing (especially a college education); to have an income while playing and at college; to travel widely both in Canada and abroad; and to get a splendid opportunity to develop individual

and group hockey skills under good coaching and through excellent competition.

The practical problem of financing the national team was faced by establishing the Hockey Foundation, under which businessmen raised funds through corporate donations, through obtaining government grants via the CAHA, and from the revenues brought in by games in which the National Team took part.

At first, the National Team was centered in Winnipeg; then in 1967-68 another team or a "B" team was established in Ottawa. A surprisingly high number of young men has come forward in the past five years to try out for the National Team. It is a fair judgment, we think, that the team representing us in this period has been better than we could get with an Allan Cup or Memorial Cup championship team. It has not been good enough and there have been problems in recruiting, in getting good competition, and in getting the necessary financial support.

There are several bald consequences of the failure of the National Team concept on the ice at international tournaments. Despite the personal sacrifices of our young players, who have tried gallantly to uphold our hockey traditions, the defeats our National Teams have suffered have had an adverse effect, not only upon our hockey reputation, but upon the standing which Canada generally has abroad. Officials of the Department of External Affairs have assured us that this deterioration in the overall image of Canada abroad, and especially in Europe, because of our recent failures in hockey, is of much concern to them. The "body sporting" in Canada, including both those directly involved in the game and the huge public who know it enough to consider it our own, are discouraged, pessimistic, angry, or demanding of a better performance.

We found an amazingly strong agree-

ment in all the meetings we held with various hockey groups across Canada that Canada must have a strong National Team. Accordingly, we sought out the areas of friction and weakness, particularly by convening a "summit" meeting on hockey in Ottawa on December 10th, 1968. There were present, representatives of the National Team, the Canadian Amateur Hockey Association, the President of the National Hockey League, the senior officers of the Montreal Canadiens and the Toronto Maple Leafs, the Directorate of Fitness and Amateur Sport and a number of interested businessmen.

The following points emerged. Canada is being defeated in world competition because the rules of eligibility and the nature and application of the international playing rules work against her. The European countries, particularly the Russians, are not weakened in choosing their teams by the skimming of the cream of players into professional leagues as happens in Canada. Everyone with an interest in Canadian hockey must work together in a voluntary and free way in order to improve our representation and record. We must press for "open" competition. We must insist on the removal of artificial barriers to the participation of our best players. Meanwhile, we must create a unit involving all interested parties to develop and manage and sustain the Canadian team at international tournaments, whether these are "closed" as now or ultimately and hopefully "open".

We note approvingly the initiative shown at a gathering held in Ottawa on February 20, 1969, chaired and convened by the Honourable John Munro. Out of this meeting came the announcement of HOCKEY CANADA. As conceived there, it dovetails with the recommendations we now make, and it follows on from our summit meeting last December, and discussions previously held between the CAHA, NHL

The Relationship Between the CAHA and the NHL

teams' officials and National Teams over the last two years.

We recommend, therefore, that a non-profit corporation, to be known as HOCKEY CANADA, be established for the purpose of managing and financing the National hockey teams of Canada.

We further recommend that:

(a) the government recognize the team or teams operated by Hockey Canada as Canada's national hockey representatives in international competition.

(b) the CAHA be required to nominate the team selected by Hockey Canada, as Canada's representative in international and Olympic competitions, under the jurisdiction of the IIHF.

(c) the executive committee of the Board of Directors of Hockey Canada include representatives of the CAHA, the Canadian teams in the NHL, the Canadian Universities, and the Canadian public.

(d) Hockey Canada be responsible for all arrangements for financing and scheduling of all tours of Canada's national hockey team abroad, and accept a similar responsibility for the national teams of other countries when they visit Canada.

(e) the CAHA initiate steps to have the IIHF declare the world championship a bona fide "open" competition in order that Canada may be represented by a team of the best Canadian players.

(f) if the CAHA bid fails or takes some time to achieve, that Hockey Canada undertake to provide a representative team to accept the implied challenge of Russia and other nations who wish to engage in an "open" series of games.

In May, 1967, the CAHA and NHL entered into a new agreement (copy attached, see Appendix "C"). At least, one reason for this agreement and some of the features in it was a simple, defensive response to the *Report on Amateur Hockey* we referred to earlier. The conclusions and recommendations of this study were designed to meet the general criticism of the bad effects of the current arrangements and practices on the education and behaviour of young Canadians.

This new agreement corrected many of the conflicts and cleared up much of the disagreement between the professional and the amateur bodies. We think that with a few exceptions, it is a reasonable and fair document. The core of it is that the NHL agrees to cease sponsoring directly teams within the CAHA structure, and agrees not to sign players until after a universal draft takes place at the end of the junior age period.

The terms of the new agreement have not become widely known. We believe there are two main criticisms of the present agreement. Firstly, the draft age of 20 years is too low. Secondly, the money provisions through which the NHL contributes to the administration expenses of the CAHA are wrong.

We were often told that the age limit should be changed to 21 years. Occasionally what we might call a super-player emerges at a very young age. Long before he was 20 years of age, Bobby Orr was capable of playing in the NHL, and did. We think such exceptional cases should be met, in terms of whether and when the player signs a professional contract, by a special procedure involving the CAHA, the professionals, and the player's parents.

There are other factors involved in the argument over the age when professionalism moves in. Some owners of junior hockey franchises have a self-interest in a lengthening of the age period. It gives 31

them a longer use of abler, more mature players and so a better product to merchandise. Then there is the likelihood that if the age limit is extended one year the re-grouping of age classifications back down the years, would provide an extra year for midget and for juvenile players. More generally, the extra year gives a better probability that a player, as student, will have a real chance to complete his secondary school education and move into and perhaps complete his higher education. It is obvious that it will likely be advantageous that such an educational pursuit take place in one place or region without breaks through bumping around from one community to another.

A final point on the age issue is the irony that the ruling body in a national sport, the CAHA, should have to have an agreement with an international industry, most of which operates in the United States, as to when its players reach the end of a certain stage in their hockey careers; and from then on, whether they wish to play pro hockey or not, they are labelled and packaged for a specific professional hockey organization in Canada or the United States. More and more young men who play hockey are seeing the advantages of pursuing their education to higher levels. Aside from the general social ideal in support of continuing education, which has become stronger in the past decade, the possibilities for higher education for all young people have improved. As a consequence, the greater number of Canadian universities with hockey teams and the well-developed practice of American universities offering hockey scholarships to young Canadians are opening up more and more opportunities for a combination of hockey and education.

The Task Force believes that if a hockey player wishes to obtain a college education no actions by the CAHA or the NHL and its affiliates should inhibit his desire in any way.

The Task Force recommends that if a hockey player wishes to obtain a college education, he should be permitted to do so and that he should not be eligible for draft if he has entered a recognized degree granting university, until the expiration of his graduation year. If he drops out of college, then he should be treated in the same manner as when he entered and would be eligible for draft in the following season.

Let us return to the second main criticism: that it is wrong for the CAHA to be dependent on the NHL for its administrative expenses. Even if this is not a case where "he who plays the piper calls the tune," it seems to look that way.

On the other hand, the money the NHL disburses to the CAHA (amounting to about \$50,000 per NHL club) is a fair form of return for the provision of a supply of good talent. In our opinion this contribution should be continued and increased in scale. Larger sums would permit more useful grants by the CAHA to clubs and to the development of excellent coaches.

Therefore, we recommend an end to payments from the National Hockey League to the Canadian Amateur Hockey Association specifically to meet administrative expenditures and a continuation and increase in the sums paid to the CAHA for player talent.

We are convinced that the CAHA needs strengthening at the administrative level, including a much stronger board of directors. Therefore, we favour the following proposals from the *Report on Amateur Hockey in Canada* made by the Hockey Study Committee in January 1967 recorded on pages 39 and 40,

"(proposal 21)—We recommend that the CAHA amend its constitution so that:

(a) a full-time commissioner be authorized immediately who would be

commissioned to

1. establish a permanent national office in a large centrally located city;
2. staff the national office with such administrative help as is required;
3. undertake the executive function of the Association within the limits of its by-laws and regulations, and particularly those emergency functions now residing in the president and his officers;
4. initiate, co-ordinate and supervise the work of five, new paid, full-time directors (see (c) below);
5. carry out other duties as required to manage the Association.

(b) Five full-time directors be authorized to assist in the management of these special categories of hockey: Junior (east, central, and west); Minor; International; Senior and Intermediate.

(c) A new management committee with the commissioner as Chairman, and the five above-named directors, be set up with the following terms of reference:

- i. to manage the operations of the CAHA under policy laid down by the executive in matters such as play-downs, finance, overseas tours, etc.;
- ii. to assist the developmental function of the CAHA at the branch level in promoting leagues, clinics for coaches, referees, etc.;
- iii. to undertake the special and immediate assignment of solving the Junior A dilemma under the guidelines we are proposing later.

(d) the president be elected to a one-year term of office only, after serving one year as president-elect;

(e) a new office of president-elect, replacing the offices of vice-president;

(f) past presidents, immediate or remote, not having voting rights but to be honorary or advisory members only."

We recommend this plan of reorgan-

ization very strongly to the CAHA.

One point in this plan needs more elaboration, i.e. (c) iii — regarding Junior A. Until the new NHL-CAHA agreement of May, 1967, the club direction in Junior A hockey was professionally-oriented. Much modification of this direction may have and probably has taken place because of the withdrawal of direct professional sponsorship. These clubs may now be fully dependent on their own resources and those which may be provided by the CAHA. The development of the CHA is a demonstration that to some promoters in some cities in Canada, an opportunity exists to establish a hockey operation in Canada that is financially and organizationally independent of the CAHA. This development and the adjustments underway in other junior hockey leagues requires wise and close attention from the CAHA. Clearly the CAHA needs the organizational structure, the executive talent and the money to unite, control and run effectively amateur hockey in Canada. Under no circumstances should it take money for this purpose from the NHL.

Therefore the Task Force recommends that the federal government assist with the administrative costs of the CAHA and any grants made be contingent on a satisfactory restructuring of the CAHA.

We met a number of other criticisms of amateur hockey as we moved across the country. For example, there are many who feel that the long junior and juvenile schedules of 54 or more games a season, plus all the exhibitions and practices, plus the playoffs, are far too rigorous for players under 21, especially those in senior high school or university. Their hockey programme tends to begin in September and end in April or May, coinciding with the school year.

Obviously, neither a government nor an organization like the CAHA should seek to impose iron-clad rules on schedules.

On the other hand, it is unfortunately often the case that parents are not the best guides in planning the time their children spend on sports. The same observation obtains on another issue we encountered, that is, the trading and transfer of juvenile and junior age players from one area or club to another, sometimes in the middle of the school year.

We commend to the attention of the CAHA, and we recommend to the government, insofar as it has an influence on the CAHA, that no player playing amateur hockey who is enrolled at school or university should be transferred during the school year from one area or one club to another without the written consent of the player and his parents.

We cannot leave the question of hockey's relationship with education without expressing the view that much could be accomplished in furthering the scholastic achievement of many promising hockey players if more advanced programs for play and coaching could be developed within the schools. Indeed, there is justification for a thorough study on how our top amateur hockey teams could be university-centered and college-centered just as football, basketball, and track and field are college-centered in the United States.



The Standard Player's Contract in the National Hockey League

A desultory, occasionally flaring, argument has gone on in Canada for a generation over the contracts in the NHL and professional hockey as a whole. There was the controversy over the "C" form, that now abandoned means by which the pros signed up boys at the age of 16. Recently, the opinions of men like Alan Eagleson, legal representative of certain NHL players and effective leader of the Players' Association, have had wide publicity. In the past, cases have aroused attention over the question of how and whether one could be released from professional contractual obligations and ownership, in order to play amateur hockey or for the national team. And ever since certain rulings by the Supreme Court of the United States in the early '20s, there has been argument about the validity of professional sports players' contracts, particularly the "reserve" clauses.

A sizeable body of evidence and opinion on this issue has been built up in the United States, through congressional hearings by both House and Senate committees. It is peripheral to our task but we do make the following observations about American developments because they have some relevance to Canada. Firstly, the professional sports of baseball, football, basketball and hockey are declared, by specific statutory exemptions, to be outside the operations of the anti-trust, anti-monopoly, and restraint of trade legislation of the United States. The reasoning behind this legislation was that if these sports were not able to have such practices as "reserve" clauses, "option" clauses, and draft systems, equality of competition would disappear and the wealthiest clubs would dominate the opposition.

Secondly, the professional leadership in these major sports has changed its practices in relation to school and college players in a number of ways, in order to avoid the charge of destroying school and college competition by such prac-

tices as signing talented boys before they complete their schooling, or by pre-empting the audience for school and college sport with television coverage of professional games, shown at a time which conflicts with the games of the schools and colleges.

Thirdly, American professional leagues in baseball, football and basketball have all extended their scope and the number of franchises in the past decade. One vital factor encouraging such expansion was the competition or threat of it created by new or contemplated ventures into these sports. The examples are the American Football League, the American Basketball Association and the late Branch Rickey's dream of the Continental Baseball League. Another encouragement to expansion probably came from the keen interest of Congressional politicians. So many U.S. senators and congressmen were determined that cities within their constituencies should have the commercial and cultural fillip of "big league" franchises.

The records of the hearings of both U.S. Senate and House sub-committees, investigating professional sport, indicate that the President of the NHL, Mr. Clarence Campbell, appeared as witness for examination and to present briefs setting out the history, structure, and contract arrangements of his league.

We cannot prove conclusively that the expansion of the NHL in 1967 into six new American cities only has been an element in the public discontent that has developed in Canada over hockey. So often in our economic enterprises, we find that our rich natural resources are extracted for manufacture and use elsewhere by investment flowing in from abroad. To a very great extent, this is what has occurred with our game of hockey. We process a magnificent raw material up to a semi-finished state, and then it is exported to the United States for the profit of American investors in the sport. And much of our nation,

especially the youth, watches and reads vicariously as their models and heroes win acclaim across the line.

We believe that it is the combination of the shift of professional hockey so decidedly to the United States and the definitive triumphs of Russia and other countries in the amateur phase of the game which has brought such a deep pessimism to Canadians about the role of Canada in the future of the sport.

Mr. Campbell of the NHL provided us with copies of the standard Player contract (see Appendix "D") and we had a long session with him, accompanied by our counsel. After this discussion, Mr. Campbell agreed that he would present to the governors of the league at an early date, the points discussed, for their consideration and action. A copy of Mr. Campbell's letter dealing with the subject, dated February 15, 1969 is attached as Appendix "E". We make no further comments on these points.

It did become clear, however, in our discussion with Mr. Campbell, that there were two clauses in particular which are regarded as objectionable by the Players and the players' representative, but which Mr. Campbell supported strongly. These are Clause 17 (2) and Clause 18 (2).

Clause 17 (2) reads: "The Player hereby undertakes that he will at the request of the Club enter into a contract for the following playing season upon the same terms and conditions as this contract, save as to salary which shall be determined by mutual agreement. In the event that the Player and the Club do not agree upon the salary to be paid, the matter shall be referred to the President of the League, and both parties agree to accept his decision as final."

Clause 18 (2) reads: "The Club and the Player further agree that in case of a dispute between them, the dispute shall be referred within one year from the date it arose to the President of the League as arbitrator and his decision shall be accepted as final by both parties."

The NHL supports Clause 17 (often referred to as the "reserve clause") on

the ground that a Club has invested substantial money in developing a Player and, accordingly, should have the right to require him to give his services indefinitely and wholeheartedly to the Club. It points to the reserve clause in the professional baseball contract as being similar and to the fact that it has been successfully upheld in the courts in the United States.

The Task Force cannot approve of this reserve clause. We recommend that steps be taken, if necessary by legislation, to require its deletion.

An employer, of course, should have the right to restrict his employee from performing for anybody other than himself, but such restriction should be reasonable in its terms. The restriction in the present football contract signed by professional players in the United States and Canada, is much more reasonable than the restriction to which we take exception. A football player must perform for his employer for the year of his contract and one additional year. The salary for the second year is subject to an appropriate reduction, representing the consideration contracted for, for the option to renew. Thereafter, if he elects, he is a free agent and can sign with whomever he wishes.

This is a reasonable arrangement and in practice it has worked very well. On the other hand, the hockey player who cannot agree on satisfactory salary terms with his employer, has no choice but to retire from hockey. He cannot, under the agreement between the NHL and the CAHA, regain his amateur card until he has remained out of hockey for a period of two years, unless all of the professional teams have consented.

The President of the NHL argues that this is reasonable and fair because the dispute between the Player and the employer can only be as to salary, and under the terms of the contract this difference comes before him as an arbitra-

tor. He, with all of the information in his possession as to Players' salaries, can then deal reasonably and fairly with both parties.

The Task Force does not approve of the President of the National Hockey League being the sole arbiter between the player and the owner. The Task Force recommends that when there is to be arbitration as to a player's salary, the Board should consist of three persons, (1) a representative of the owner, (2) a representative of the player, and (3) an independent person who is not employed in hockey in any way. It is further recommended that the costs of such arbitration be borne equally by the owner and the Players' Association of which the Player is a member.

We found from interviews with Players that many of them are fined by managers and coaches throughout the season for alleged "indifferent" play. This was discussed with the president of the NHL who told us that such fines were improper and were not recognized by him. Nevertheless, we have evidence that they are imposed.

The spirit of the contract is that the Player offers his hockey skill in consideration of a salary, plus bonuses.

Clause 2 of the contract begins: "The Player agrees to give his services and to play hockey in all league championship, exhibition, playoff and Stanley Cup games to the best of his ability under the direction and control of the Club for the said season in accordance with the provisions hereof:"

Clause 4 reads: "The Club may from time to time during the continuance of this contract establish rules governing the conduct and conditioning of the Player and such rules shall form part of this contract as fully as if herein written. For violation of any such rules or for any conduct impairing the thorough and faithful discharge of the duties incumbent upon the Player, the Club may impose a reasonable fine upon the Player and deduct the amount thereof from any money due or to become due to the Player. The Club may also

suspend the Player for violation of any such rules. When the Player is fined or suspended, he shall be given notice in writing stating the amount of the fine and/or the duration of the suspension and the reason therefor."

We question the justice of a practice which allows the employer to tamper with the salary consideration agreed upon in the contract for "indifferent" play, determined solely by the general manager or the coach. **The Standard Player's Contract should be clarified so that there can be no question that such fines for "indifferent play" are improper and, if imposed, need not be paid.**

We realize, of course, that the condition and conduct of a Player, both on and off the ice, is a matter of vital importance to the team and its owner. We can see no reason to prevent proper rules relating to these matters being enforced, provided that they are posted prior to the signing of the contract and become a part of the contract. Under the present arrangements, the owner has the sole right at any time to change the rules applicable to the conduct of a Player. This, we believe, is unfair and should be prevented.

GOVERNMENT'S ROLE IN SPORT





The Present Situation of Sport in Canada



The second term of reference given to us was to:

"assess the role of the federal government in relation to non-governmental, national and international organizations and agencies in promoting and developing Canadian participation in sport."

Responsibility for sport in Canada is divided between governmental and private bodies. At the national level, the public sector is headed by the Minister of National Health and Welfare. Day-to-day responsibility is vested in the Directorate of Fitness and Amateur Sport, which reports to the Minister through the Deputy Minister of Welfare. In addition, the Minister is advised by his National Advisory Council on Fitness and Amateur Sport, a body composed of individuals broadly representative of fitness, recreation and sporting interests across the country, which meets three times a year.

The private sector of sport, naturally enough, has no such concentration of responsibility of direction. It is composed of a complex network of national and regional associations, federations and committees, organized chiefly around specific sports. Then, there are "ad hoc" and event-centered organizations such as the Canadian Olympic Association, the Canada Games and Pan-Am committees. Add to this, organizations concerned with physical fitness and recreation on every level from village club to a national body which have direct or tangential responsibilities for sports. No one body has the authority to speak for amateur sport. We stress this. The complexity of amateur sports organization, which reflects the manner in which sport has grown through private initiative, presents real difficulties for the federal government when its responsible agency seeks to carry out its duties in dispensing funds, disseminating information, or in attempting to assist the development of long range programmes for Canadian sport at all levels.

Yet it is the amateur bodies, and not government agencies, that possess the central responsibility and authority for developing sport. This is a fact that has not been clearly grasped by the public. While it is true that the Department of National Health and Welfare has been given a mandate to take a measure of responsibility for raising national levels in sport, physical fitness and recreation, it does not follow that the substantial sums of public money channelled by the Department's agencies into the private sector have carried with them a corresponding degree of authority or control. Questions addressed to the Minister in the House of Commons, or sports editorials critical of the government in newspapers across the country, whenever the international performance of Canadian athletes or national teams leaves something to be desired, miss the target. Perhaps the best explanation is that there is no target.

The actual situation is that the Department of Health and Welfare has responsibility but no authority, and the private sports bodies have authority but for various reasons have been unable fully to carry out their responsibilities. The major failure of the autonomous governing bodies of sport has been in the area of programme development and long range planning for competitive sport, whether at the local, provincial, national or international levels. We have no wish to fix blame upon any individual or group for this failure. The evident inability to plan effectively for the future growth of sport, and for the direction that growth should take, is due fundamentally to weaknesses in the structure of amateur bodies — weaknesses that our geography compounds. Voluntary associations, lacking the support of a sufficient number of full-time administrators, planners, and researchers, are simply no longer capable of coming to grips effectively with the problems arising from the size and scope of athletics in Canada. Within each sport,

geography places obstacles in the way of effective co-ordination of regional efforts; among the many sports associations there is no common forum for co-operation and exchange of information. Inevitably, there has been a considerable amount of duplication and of working at cross-purposes. Neither the great athletic potential of the Canadian people, repeatedly proven by past successes, nor investment of money, whether public or private, is going to produce significant achievement unless means are found to break through the organizational tangle that is now constricting our further athletic progress.



Past Programmes

Federal government involvement in national fitness programming began a quarter of a century ago, with the enactment of the National Physical Fitness Act in 1943. This measure was prompted by the wartime discovery of the large number of men and women classified as unfit for active military service, and by the realization that some action was necessary to improve drastically the level of physical fitness of Canadians.

The Act established a National Council to promote physical fitness and set aside a special account, called the National Fitness Fund, to which monies appropriated by Parliament and contributions in the form of grants, bequests and donations could be credited. About two hundred and fifty thousand dollars became available each year.

While the operations of the National Council did encourage some of the smaller provinces to set up fitness programmes on a shared cost basis, these programmes, perhaps because of the lack of definite guidelines, were not always geared to activities in the area of physical fitness. There were other sources of dissatisfaction with the role of the National Council, brought about mainly by the fact that the implied executive powers assigned the Council under the Act could not be exercised. The Act was repealed in 1955, and the joint programmes established under it were discontinued. The cutting off of federal aid to the provinces for programmes that had been launched through federal initiative unquestionably gave rise to a considerable degree of disappointment among the provincial fitness officials concerned.

Present Programme

The federal government resumed its role in the fitness fields, and made its first move into the field of sport, with the proclamation of the Fitness and Amateur Sport Act (Bill C-131) in December, 1961. This Act was designed to ensure that Canadians should have the opportunity to participate more fully in amateur sport and physical recreation, or, in the words of the Act, "to encourage, promote and develop fitness and amateur sport in Canada." Its aim was to increase the number of participants, and to raise the quality of their performance in all aspects of sport and fitness activity, whether competitive or non-competitive, and at all levels of endeavour from the local playground to that of the Olympic Games.

To carry out these objectives, an annual grant to a maximum of \$5 million was authorized, to be administered by the Minister of National Health and Welfare. The budget for the first year of operation was fixed at \$1 million, and that amount was increased by \$1 million annually until the full allocation of \$5 million became available in 1966-67.

The programmes developed under the Act have not yet realized the ambitions of its sponsors, who had hoped to reach participating Canadians at all levels. A number of specific programmes have been built up since 1961:

1. Grants to national associations concerned with fitness, recreation and amateur sport to assist their participation in national and international competitions, help them to play host to international games held in Canada, and to support their conduct of leadership training programmes for coaches, officials and recreation leaders.
2. A federal-provincial cost-sharing programme.
3. A scholarship, fellowship and bursary programme in physical education and recreation.

4. Assistance for research in the fitness field.
5. An information service and educational materials programme.
6. A consultant service for individuals and agencies carrying on programmes related to the purposes of the Act.

In order to carry out its responsibilities, the Department of National Health and Welfare has had to build up an unusual administrative framework, dictated in part by the manner in which sport and recreation are organized in Canada, and in part by the constitutional division of responsibility between the federal, provincial and municipal governments. Generally speaking, federal agencies work with nationally organized bodies and provincial agencies with their provincial counterparts. The federal government has also taken the initiative in co-ordinating the work of all these public and private bodies to further the common end, the raising of levels of skills and participation.

We note that the ceiling of \$5 million authorized for annual expenditure under the Act has never been reached:

1961-62	\$ 229,641
1962-63	981,270
1963-64	1,549,824
1964-65	1,996,603
1965-66	2,508,493
1966-67	4,665,769
1967-68	3,655,413

To date, the sum of \$15,587,013 has been spent. This is broken down as follows:

Grants	22%
Canadian Games	8%
Research and scholarships	11%
Federal-provincial programs	20%
Information and publications	5%
Non-recurring activities (such as support for Pan-American Games, construction of provincial facilities, support for world hockey championships)	34%

We are satisfied that the Canadian taxpayer has had a good return for these expenditures. On the other hand, when, during the period of operation under a statute, only \$15.6 million, has been spent out of a maximum authorization of \$35 million, there are bound to be questions as to why a sum closer to the authorized ceiling was not expended. One explanation is that during the early years of operation, expenditures remained low because proper criteria for making grants to sports groups were still in the process of being worked out by the Minister, with the advice and assistance of the National Advisory Council on Fitness and Amateur Sport, the Directorate of Fitness and Amateur Sport, and other government departments concerned. Many of the sports associations seeking grants were not well enough organized to ensure proper safeguarding and budgetary control of public monies that might be granted to them so a good part of the early activity of government under the Act was regulatory in nature, and was concerned with the establishment of organizational guidelines. As a result of this initial spadework, a number of sports associations have become much better organized, and the Government has now been enabled to approve programmes and provide grants for periods up to three years. The effect of this policy can only be beneficial, both in terms of stable growth for the sports associations, and also in terms of the opportunity it provides for progressive and rational planning over a relatively long period. This policy tackles effectively one of the major weaknesses in the organization of sport in Canada. We wish to commend the government heartily for developing it, and strongly recommend that it be continued and enlarged.

The other explanation for the failure to expend up to the authorized ceiling of \$5 million annually seems to be that during the period each year when the federal budget is being put together, and

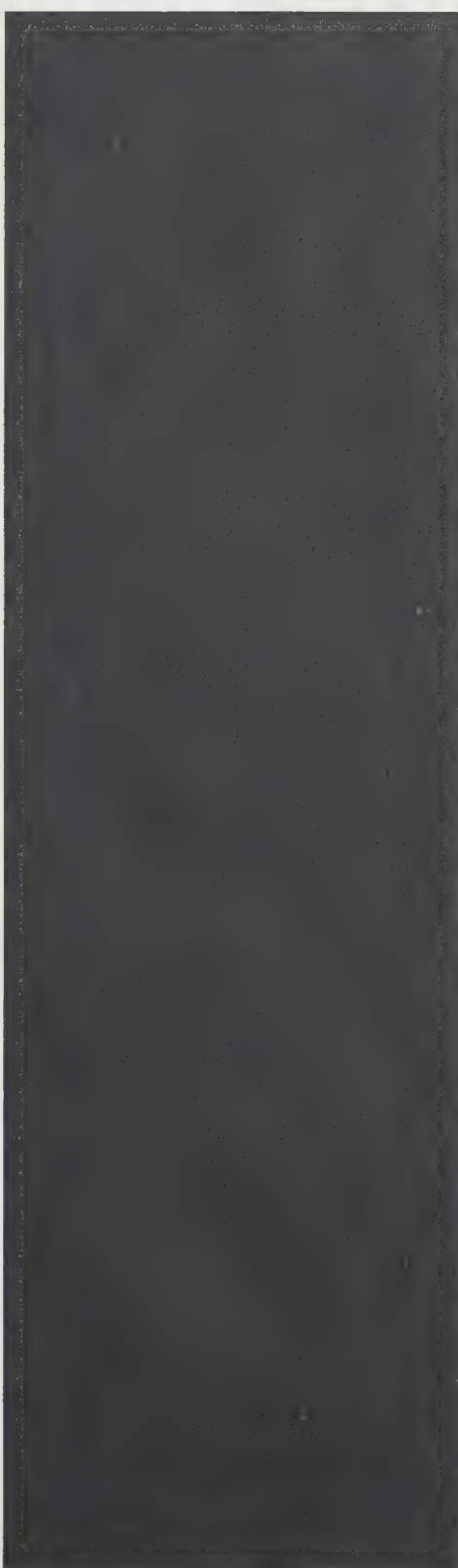
allotments of monies between and within government departments are being determined, the sum allocated to fitness and sport under the 1961 Act has been particularly vulnerable to the onslaughts of the cost-cutters. Note that inflation has reduced the effectiveness of the \$5 million and the dollar. The 1969 dollar is worth 24% less than the 1961 dollar. \$5 million in 1961 has the worth of \$3.8 million today.

We can only assume that to politicians and officials, expenditure on sport remains a marginal and even frivolous activity. If this is so, then we believe that our leaders are lagging behind the general sentiment of the Canadian people, and have also failed to understand the significance of sport as an instrument for the national good and well-being.

Preventive medicine has a proven potential in securing a community against ultimately high cost curative medicine. Fitness and sport are intrinsic to preventive medicine and a means of escaping future burdens in mental and physical health charges. Will budget framers and policy-makers please note this?

In the course of our inquiry into the governmental structure set up to implement the provisions of the Act of 1961, we became aware of several deficiencies in its organization that seem to require modification or revision.

National Advisory Council on Fitness and Amateur Sport



The National Advisory Council on Fitness and Amateur Sport is a heterogeneous body composed of knowledgeable people in the three fields of physical fitness, recreation and sport. In addition, representation on it has been designed to provide a geographical balance for all regional interests from Newfoundland to British Columbia. On the basis of our study of the minutes and records of the National Advisory Council, and of our observation of the pattern of attendance at its meetings, particularly the annual meeting of November 1968, we have concluded that the prime orientation of the members of the Council is toward physical fitness and recreation, and that quite understandably, their approach to sports questions have been shaped by the viewpoint of their own specialized disciplines. As a result, it is hardly surprising that the sports programme has not been altogether as effective and productive as it otherwise might have been. It is, in fact, too much to expect that a composite body, brought together three times a year to advise the Minister on all matters connected with the nation's physical fitness, its recreational system, and its needs in sport should be able to discharge its responsibilities with equal effectiveness in all areas.

The situation described above might not be cause for great concern had the Council simply been acting within the boundaries established for it under the Fitness and Amateur Sport Act. Under Section 9, sub-section (2) of the Act, the Council is empowered to advise the Minister on all matters he thinks fit to refer to it, and on "such other matters relating to the operation of this Act as the Council sees fit." From our examination of the minutes and activities of the Council, it is clear that in addition to fulfilling its assigned function of providing advice, the Council played an active role in the vital policy-setting area, both in the determination of the mode of expenditure of the annual parliamentary grant, and in shaping the

day-to-day operations of the Directorate of Fitness and Amateur Sport. Precisely how this situation has arisen, it was not our purpose to discover — certainly the Act is silent on the specific location of policy-making responsibilities, though of course they must reside ultimately with the Minister — but the present arrangement is distinctly anomalous and unsatisfactory.

- The foregoing observations are in no way intended as criticisms of the competence of the Council. At the outset of the government's involvement in fitness and sport, members of the Council quite properly took the lead in working out the main lines upon which policy should develop. Since that time the advice of this group of highly qualified and public-spirited individuals has been indispensable to the continued operation of the government's programme. But no great understanding of the basic principles of effective management is required to state that the function of policy formulation must not be divorced from the responsibility to oversee the execution and administration of policy, nor be too far removed from the daily circumstances and flow of information upon which the framing of new policy must be based. In our opinion, immediate responsibility for policy formulation should be lodged with the body charged with the task of carrying it out: that is, the Directorate of Fitness and Amateur Sport. This Directorate is staffed with fulltime civil servants, expert in the fields of physical education or public administration, and knowledgeable in the field of sport. Their combination of talents render them potentially as capable a sports group as can be found in the country; although as we note below, they require additional staff, their situation on the firing-line gives them an appreciation of the needs and problems of sports groups at the national level; and they are, or should be, uniquely equipped to trans-

late this appreciation into policy recommendations to the Minister, whose executive arm they are, and to the Council. Instead, they have frequently found themselves carrying out directions given them by the Council, in areas that are currently beyond their capacities because of staffing shortages, or on problems less urgent than some of those their experience indicates should be higher on the order of priority.

In our view, the proper role of the Council is that assigned it in the Fitness and Amateur Sport Act. It should act, at its three annual meetings, as a Board of review, offering advice and encouragement to those charged with responsibility for carrying out the government's programme from its own considerable expertise, and as a goad and source of criticism whenever it is dissatisfied with the policy proposals put before it, the direction that established policy is taking, or the manner in which policy is being executed.

In one specific way, the relationship of the Council and the Directorate impresses us as being wasteful of time and effort. At present, the Directorate is required to submit all requests for grants from the public to a Grants Review Committee of the Council. Despite the fact that no grants are made unless the general policy under which they are disbursed has already been discussed and approved by the Council, the Grants Review Committee spends an inordinate amount of time investigating all proposals for grants forwarded to it by the Directorate. This, in our view, is an entirely needless procedure. The Government of Canada has, within its own structure, a most elaborate procedure for control over expenditure, through which all grants made under the Act must pass. To our minds, the public purse is sufficiently protected by normal budgetary procedures; the addition of another review stage inhibits the progress of the government's programme,

and introduces into it a bottleneck that occurs three times a year — because the findings of the Grants Review Committee are then reviewed by the whole Council. Sport is such a fluid kind of activity, and so subject to the contingent, like the presence or absence of snow for skiers, or the sudden increase of significance of a particular meet because of the unexpected presence of certain athletes or national teams, that national associations require a good deal of room to manoeuvre. Treasury Board procedures are inflexible enough; the addition of the Council's review structure introduces another element of rigidity into operations that should be as flexible as possible. Moreover, the grants procedure has a tendency to defeat the very policy that government has been trying to encourage since 1961, that is progressive and cumulative forward planning by sports bodies in the private sector.

Directorate of Fitness and Amateur Sport


We have referred above to staff shortages in the Directorate of Fitness and Amateur Sport. As presently constituted, the Directorate simply does not have the personnel to free its officers from the daily chores of administration so that they might evolve long-range plans to further sport in Canada, and prepare research projects to support such planning. The Directorate needs a corps of accomplished athletes and coaches, with specialized interests and qualifications in sport, who could provide to national sports associations the kind of advice and guidance they require, and who would be available as resource people to sporting groups right across the country. The Directorate needs specialists in public relations, whose task it must be to acquaint the general public with government programmes in physical fitness, recreation and sports, encourage an enhanced appreciation of the value of such programmes in our national life, and act as disseminators of the product of research in these fields to sports associations and groups everywhere in Canada. Both in the area of communications, and for the special projects which arise from time to time and would tax too heavily the personnel resources of the Directorate, outside consultants and services could be used to great advantage. Finally, it is our view that the place the Directorate now occupies on the organizational ladder of the Department of National Health and Welfare is not commensurate with the national importance of physical fitness, recreation and amateur sports, and that the sports programme we believe all Canadians wish to see implemented would be helped considerably if sport were elevated in the civil service hierarchy.

After our review of the internal organization and workings of the sports bodies within the Department of National Health and Welfare, we concluded that the serious understaffing of the Direc-

torate could be met in part by an immediate increase in the administrative expenses of the Department from the current \$250,000 per annum to a minimum of 10% of the expenditures on the total programme. But we strongly suggest that before a more concerted spending programme is embarked upon (and it obviously is required), management consultants be brought in to re-evaluate the administrative side of the Directorate, to study its place within the Department, and to advise the Director on the utilization of such standard management tools as organizational charts, job descriptions, internal communications and records systems, project planning and so on.



Relations with Provincial Governments



A distinct area of federal government involvement in sport concerns the relationship that has been built up with the provinces. In 1962, an agreement was reached with the provinces and territories by which \$1 million annually was made available to them by the federal government on a per capita basis, for the purpose of extending their programmes in fitness and amateur sport, and with the implied hope that these programmes would dovetail with the activities being carried on at the federal level. Although provincial directors do meet and consult with officials of the Federal Directorate twice a year, the programmes undertaken at the provincial level have been of a most diverse character, and bear little relation to those embarked upon federally. One province, Quebec, has not participated under the agreement. In our view, the use of monies disbursed under the agreement ought to bear a close relationship to policy at the national level. Our study of the situation of national athletic associations, suggests that their most pressing weaknesses are in administration and inter-communication. Although our mandate did not, of course, extend to the provinces, we were able to observe at first hand the sport situation in the Provinces of Quebec, Ontario, Manitoba, Saskatchewan, British Columbia and the Maritimes through attendance at conferences and/or meetings with various groups, federations and provincial government representatives. It was interesting and gratifying indeed to discover that there was a remarkable parallel between the provincial and national situation in sport. Our questionnaire results further buttressed these similarities.

The two largest provinces are each developing suggestions and solutions remarkably like those we are presenting to the federal government. Thus it seems to us that help given at the federal level to strengthen these aspects of the Canadian Amateur Ski Association, for

example, should be mirrored by help given at the provincial level to provincial skiing organizations. This is a matter of some urgency, since the 1962 agreement is up for review and renewal in May, 1969. We believe that some agreement should be reached with the provinces that would permit a great co-ordination of national and provincial policies in sports and fitness, and that some means should be found to induce the Province of Quebec to enter the programme.

Recommended Role



The overriding feeling we have after completing our survey of the role of the federal government in sport is that our political leaders, members of Parliament and senior officials must shed their diffidence about the involvement of government in sport, and instead, unhesitatingly and openly back it. Sport is too important, both objectively as a bringer of national benefits, and subjectively, in the minds of the Canadian people, to be smuggled into government politics as merely another phase of physical fitness, valuable though fitness programmes are. The Act of 1961 has laid the groundwork; much worthwhile effort has been carried on since its passage; but at this juncture it is plain that we have reached a turning point in the growth of Canadian sport at which government leadership and support become vital. Just what the future role of government should be with relation to the private sector remains open and conjectural. It may be that out of the welter of sports bodies in Canada one organization may emerge, capable of speaking for the whole amateur sports spectrum, and providing unified leadership for it. Should that occur, the federal government, in our estimation, should yield its position to the new national body, while retaining its important role in financial and other forms of assistance. (In the fields of physical fitness and recreation, there will always be a requirement for federal leadership). Right now, however, no such national sports body has appeared. Therefore, what the government has done in improving communications within amateur sports, and in co-ordinating the activities of sports associations, it must build upon. It must give a stronger sports orientation to its research programmes; it must foster the kind of analysis of sports which only the expert coach and accomplished athlete are capable of producing, and without which our athletes and teams cannot keep pace with international standards, much less sur- 47

pass them. But most of all, our federal leaders must see sports as one of the most powerful cohesive forces at work in society. They must seek to encourage its development in such a way that we will not only have cause to be proud of the achievements and sportsmanship of our finest athletes, but we will also become more aware of ourselves and of our variety, as we are mirrored in the rich mosaic of Canadian sport.

RECOMMENDATIONS

It is recommended that:

Act C-131 be amended as follows:

"Section 7 — The Council now be called the National Advisory Council on Fitness and Recreation;"

"Section 10 — a minimum expenditure of 6.2 million dollars annually."

It is further recommended to the Minister that the following policies be adopted with respect to the Fitness and Amateur Sport programme:

(a) **the appointment of a Director General of Sport within the Department of National Health and Welfare responsible to the Deputy Minister;**

(b) **a Director General of Sport be given the responsibility of making all recommendations concerning grants to the Deputy Minister;**

(c) **increased funds be provided to the Director General of Sport to permit an expansion of the professional staff of the Directorate, such expansion to include consultants in administration and communication and other professional areas;**

(d) **the Government institute a strong and concerted programme of public information designed to make the public aware of the value and depth of Canadian sports development;**

(e) **the Government retain a corps of outstanding athletes and coaches as resource people to be made available as requested;**

(f) **the Federal-Provincial agreements**

be re-evaluated and a new programme be devised for expenditures in this area.

PARTICIPATION IN SPORT IN CANADA



Description of Private Sector

The third term of reference given to us was:

"to explore ways in which the Government could improve further, the extent and quality of Canadian participation in both sport at home and abroad."

We found useful the fashionable division of activity into public and private sectors. By far the majority of athletic activity and competition takes place within the bounds of the private sector, even if school activities in sports are included in the public sector.

Just as with trade unions or corporate business organization or with a profession like medicine, sport in the private sector reflects the normal Canadian structure — from national to provincial to regional to local. One cannot find, however, in the private sector of sport any overall leadership, direction and responsibility comparable to what governments give nationally and provincially.

It is clear that athletes emerge anywhere and everywhere, "across the track", "in shanty-town" or up on the hill or out in the suburbs or in the bush or the farming village. As the athlete begins to develop he has little consciousness of there being two sectors, or of the existence of an organizational structure spanning (or not spanning) the nation. Without co-ordination and channels for activity from the early and crude to the developed and world standard he and his talent can get lost or side-tracked or never be found.

It is usual that within each Canadian sport or game there is a national association or a national federation; here meet the provincial or regional components, each with a sense of its own autonomy which it shares with the national organization for national or international purposes only. Each provincial or regional association of each sport is made up of private associations, leagues, or clubs, most of which have a specific locale and organization within a recognizable municipal community. The national organization usually leads on



to international competition, whether through co-ordination with the Canadian Olympic Association or through liaison with and official participation in the world body for the sport.

The typical development of the individual athlete or player begins (a) in his neighbourhood at the corner-rink or the nearby hill or the school-ground or gym or pool; there he is first drawn into mass participation, usually in his own age group. Then (b) he is drawn into organized community competition, and when his talents win recognition he moves on (c) into regional and further competition. At each stage, the provision and arrangements for facilities, equipment, coaching, trainers, medical supervision, scheduling, playing and practicing require an administrative structure and staff and the need for some financing.

Most children and young people will play many sports at first and then begin to specialize in those or in that one in which they do well, or in which they have the best chance for using facilities and receiving supervision and coaching. Again a truism: competition enhances a sense of involvement, out of competition comes recognition and this enhances motivation. What we find most regrettable is that many young people never get the chance to compete or drop out because they haven't the time, the facilities and the coaching encouragement.

It is strikingly obvious that the ideal institution for the fostering and recognition of athletic talent is the school. Some schools in some places do all this but many do not. We believe there is a "hang-up" among many educators and teachers on sport which makes them downgrade it or to view it as largely irrelevant to the learning process and the development of character and discipline. Therefore, we can neither recommend that the load be put on the schools (for at present, few would assume it) nor see the millennium in the

even if there was continuity in policy and activity from primary grades through to the university. The jumbled diversity and inadequacies in the organization and administration of so many of our sports must be tackled in the years immediately ahead with measures which improve and sustain the present structures, complete, effective, wobbly or embryonic though they may be in any one sport.

Recommended New Structure of Sport

It is hard to create beautiful symmetries in a federation as culturally and regionally diverse as ours. At the risk of being accused of innocent idealism, however, we suggest that some such symmetry is needed to build the principle of progressive development right into our sports structure. Ideally, movement for an athlete should be possible up a schematic ladder like the following:

NATIONAL TEAM

NATIONAL CHAMPIONSHIPS

(Provincial teams)

PROVINCIAL CHAMPIONSHIPS

(Regional teams)

REGIONAL CHAMPIONSHIPS

(Club teams)

LOCAL COMPETITIONS

(Club sponsored)

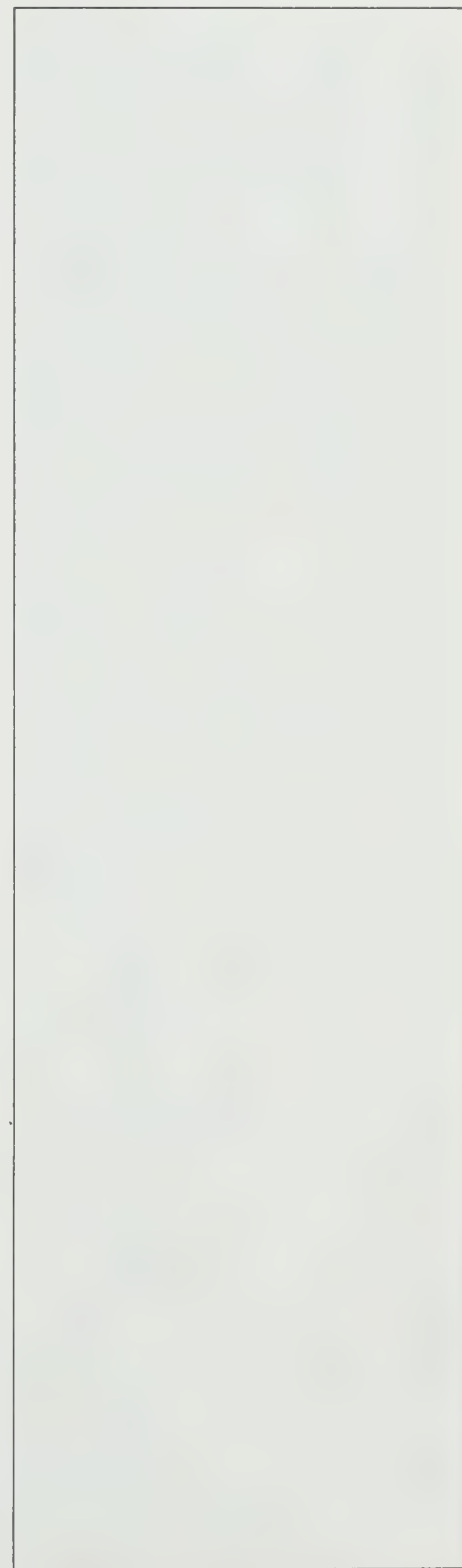
MASS PARTICIPATION

(Educational and Recreational
Facilities)

At each level, the appropriate public and private organizations would be involved in providing the money, administration, facilities, coaching and other support the athlete needs. While each level should produce the rewards of participation or competition satisfying to those involved, selective factors should also be at work so that the best in each group are identified and given an opportunity to progress to a higher level.

Such a structure can evolve only if there is a high degree of co-operation among municipal, provincial and federal agencies in the public sector, among club, provincial and national associations in the private sector, and finally, between the public and private sectors at each level. That we are still remote from such a situation is obvious, but it can come about if we are prepared to harness both government and private associations to the cause of sport in Canada. The establishment of the Canada Games may well generate the movement towards a more rational and symmetrical sports structure in Canada,

since each provincial team will have gone through a process of local and regional selection. The key element is the provision of a mounting set of challenges to our athletes, matched at each level by the increasing sophistication of coaching, the increasing sternness of competition and the close collaboration of private and public organizations.



Public Apathy and Public Relations



Time and time again, in our meetings with the officials of over 50 sports organizations in Canada, the point was made that their greatest problem arose because of public apathy towards sport. In Appendix B will be found a report prepared by the research consultants to the Task Force, and the same problem crops up again at the top of the list, this time from an even larger constituency, including not only sports organizations but also athletes, coaches and interested individuals.

Apathy can be taken to stand for much more than just the general lack of success amateur sport has in attracting spectators in large numbers. As we have pointed out in other sections of this report, the enormous concentration of the press and other media upon professional sport, itself a reflection of intense public interest, leaves little room for publicizing the activities of the amateurs. But the problem goes deeper than this. The question involved is really a matter of the validity of sport as a pursuit. Among the opinion leaders in the community, whether in business, education or in the information media, the old aristocratic attitudes towards sport still hang on. Participation in a sport, whether as an official or as an athlete, is not accorded the same acceptance as participation in a charitable or fraternal organization, even though the work and the objectives of the sports association may mesh very closely with those of such organizations, and the benefits accorded the community may be quite as great. The obstacles created by the survival of such attitudes are real and many.

Overcoming indifference and lack of understanding is a heavy task, and will take much time. Neither the time nor the techniques are generally available to the officials of sports associations. At this point, for the sake of emphasis, we wish to repeat our Recommendation (d), made at the conclusion of the previous section:

That the Government institute a strong and concerted programme of public information designed to make the public aware of the value and depth of Canadian sports development.

We also wish to reiterate our suggestion in Section IV that the Government be enabled to call upon the services, on a consultancy basis, of experts in the field of public relations, in order that the programmes of the Government and of National sports associations be brought before the Canadian public in a cogent and arresting way.

Although the prime concern of the Task Force was with sports rather than with physical fitness, the two areas are so closely connected, and the problems facing the one are so similar to the problems facing the other with respect to public acceptance, that we wish further to recommend:

(a) That the National Advisory Council on Fitness and Recreation take an active part with the Directorate of Fitness and Amateur Sport in furthering a programme of public education on the importance and value of fitness.

(b) That the programme of public education in fitness take cognizance of the important programme carried out by President Kennedy's Fitness Council in the United States.*

* The President's Fitness Council worked to create public acceptance of and approval for fitness programmes, on the sound principle that unless there is such acceptance, no fitness programme can really get off the ground. They employed two techniques especially well. (1) National publicity was given to those school systems, community or club organizations, or individuals who were doing excellent work in the fitness field. The publicity brought not only public recognition for the people involved, but was valuable in disseminating a good deal of information on the methods by which success had been achieved. A system of public awards was employed for the same purpose. (2) National publicity was given to sets of ideal standards for various forms of

fitness programmes, and the general question asked to the public: "Does your school (community, organization, etc.) have a programme to match this?" Useful information on how to start such programmes was also publicized. The effect of this form of publicity was to generate public interest and to create pressure on responsible educational or community officials to improve the programmes and facilities they then had.



Canada's lack of sports facilities is not unusual; probably most countries of the world suffer the same deficiency. But our size and our climate pose special problems shared by few other nations. The length and severity of our winters mean that in all but the most favoured parts of Canada it is necessary to have indoor facilities for track and field, skating, and many other sports.

Such facilities are hard to come by. Many of the respondents to our questionnaire pointed out that where facilities existed, it was often impossible to use them. For example, both the educational system and the armed forces structure control excellent sports facilities, but the availability of these facilities to the public is very limited or non-existent. In the case of many schools, sports facilities appear to become the personal property of the principal or the responsible teacher, who locks them up and takes the key home for the weekend. Military armories and gymnasia, municipal coliseums and arenas, and many other indoor facilities frequently stand empty, either because there is an absolute ban on their use by the public, or because the expense of renting them is excessive. We must stress that there has been no general study of such facilities, whether in number, kind, or availability. But we are confident in our judgement that an enormous unused capacity exists.

Meanwhile, thousands of children still seek places for amusement and recreation wherever they can find them, and their parents, finding no outlet for their natural desire to take part in recreational or sports activities other than prohibitively expensive forms, frequently drop the pursuit of sport and recreation altogether. We would be failing in our duty did we not pass on to the Minister the strong feeling that exists in the country, in and outside sports organizations, that facilities built by our taxes should be made available to the public on a much more extended basis than 55

they have to this time. Organized sport is perfectly capable of providing responsible supervisory personnel to ensure that facilities are treated with proper care, and is quite prepared to pay reasonable sums to meet the out-of-pocket expenses involved in keeping facilities open in the evenings, on weekends or during summer months. We are also confident, however, that a national inventory of sports facilities will disclose that there are many sections of Canada in which facilities for adults and children to play are simply non-existent.

It is possible that technology may be able to devise a type of sports facility suitable for our climate, but convertible to summer use as well. Some communities, for example, are looking into the possibility of plastic bubble-covers for arenas, so that they may be used in winter for hockey, skating and curling, and in the summer for track and field, tennis, lacrosse and other sports. With respect to one kind of special facility, however, there is no need for experimentation or study. Across the United States there are literally hundreds of athletic field houses for year-round activity. These structures are incubators of proficiency in track and field, lacrosse, racquet sports, basketball, gymnastics, and many other sports, and can even be used for football and baseball practice. The relationship between these facilities and American success in competition and in mass participation is close and undeniable. In the whole of Canada, we have *one* such structure, in Edmonton.

Apart from facilities appropriate to mass participation in sports and recreation, we are also woefully weak in the kind of facilities required for international competition. In order for our Olympic athletes to train in the environment they meet in the Games, it is really necessary that they have facilities available to them that meet Olympic specifications. World-class coaches cannot be



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attracted to instruct our athletes unless we have world-class facilities to offer them. World-class competition, so necessary to challenge and improve our athletes, and to familiarize them with the degree of excellence they must attain, will not take place in Canada unless facilities for this kind of competition exist.

We believe that the Federal Government has not been sufficiently vigorous in this field. We do commend the Government for its part in the construction of Canada's first Olympic-class pool in Winnipeg (built for the Pan-American Games), and for its help in the building of a comparable pool in Halifax, in preparation for the 1969 Canada Summer Games. But Canadian athletes should not have to travel 1500 miles to use an Olympic-class pool. We strongly believe that major sports centres should be developed at strategic locations across the country, perhaps keyed to the holding of the Canada Games, and that these centres should possess facilities of world standard.

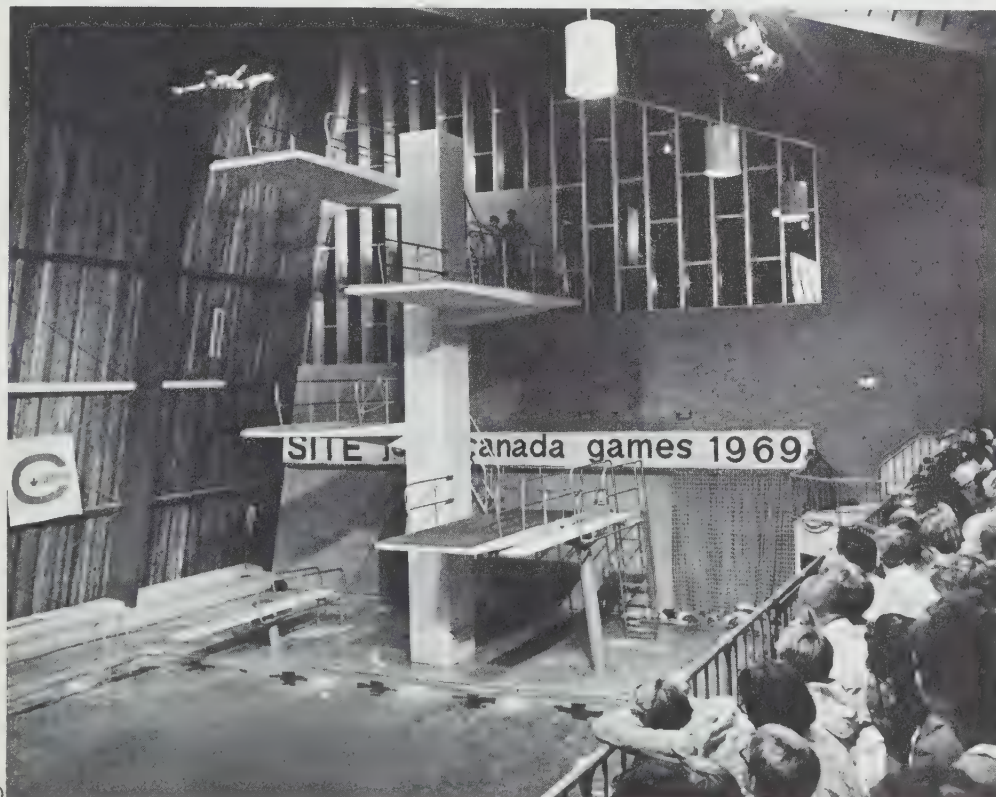
We therefore make the following recommendations with respect to the problem of sports facilities in Canada:

(1) That the Government initiate discussions with provincial and municipal authorities to explore ways and means of increasing the use of facilities under their control; and that it investigate the possibility of making more fully available those facilities under Federal jurisdiction, such as those on Armed Forces bases.

(2) That a comprehensive inventory of existing public and private facilities be undertaken, and that this inventory should be kept up-to-date, once completed.

(3) That the Government address itself to the problem of new facilities by means of the following programme:

(a) a comprehensive plan of develop- 57



ment should be worked out through consultations between the various levels of government;

(b) such a plan should be prepared on the assumption that it will meet the growing needs of Canadians over a long period of time;

(c) tax money, on a shared basis, should be used to develop adequate athletic facilities across Canada;

(d) the Government should establish major regional sports centres, such centres to meet international competitive standards;

(e) the Canada Games should be used as the basis for the development of sports facilities across the country;

(f) the Government should hold out financial incentives to encourage the upgrading of existing facilities;

(g) an Advisory Board should be established by the Government to provide advice and assistance to municipalities with respect to minimum standards, methods of construction, financing and management of sports facilities.

One of the major problems affecting amateur sport in Canada arises from the very spirit of enterprise and self-sacrifice that has been so important an element in its growth. Amateur sport is conducted by volunteers, who give their time because of their love of the sport, because they have had a long association with it, as players or officials, and because they are proud of its growth and the part they have played in bringing this about.

Yet amateur sports officials themselves are highly conscious of the deficiencies of voluntary leadership. From the responses made to our questionnaire, from separate briefs and from many interviews with officials of sports organizations, we found that administrative difficulties bulked large as a major obstacle to stable growth and development in many sports. Typically, the president of an association is also its administrative staff, accountant, legal counsel, public relations officer, and stenographer, though members of his executive may relieve him of some of these chores on an irregular basis. The national head office of the association may well be the president's rumpus room, or the kitchen table. We found that sports executives were spending a phenomenal amount of time on the administration of their sport, but that they were so swamped in the day-to-day details of low-level administrative correspondence, with periods of frantic activity for fighting sudden fires or unravelling snarls, that they had no time to think about the direction in which their sport was heading, much less to formulate plans for shaping its future. As for the ordinary administrative tools, like stenographic help, duplicating, mailing, phone and press clipping services, press and public relations technique, they are virtually non-existent.

One of the most intense frustrations faced by the volunteer sports administrator arises from the tension between the pressure placed upon him by mem-

bers of the sports association, who strongly desire to see the continued growth of their sport, and his own awareness of the administrative impossibility of coping with the kind of growth they want. His frustration is heightened by the knowledge that the climate for growth and development today is excellent, but that many opportunities must be let slip.

The combination of our geography and the voluntary principle has biased the structure of our sports organizations in a peculiar way. The sheer cost of bringing together members from all over the country to attend an annual meeting is beyond the resources of most sports organizations. Moreover, the problems of communication among members of the executive, scattered in localities hundreds of miles apart, means that either internal communication suffers during the term of the elected executive, or directors and officials become concentrated in one particular area. For example, there is a heavy concentration of the members of the Canadian Olympic Committee in the Montreal region. The Fitness and Amateur Sport Directorate has been trying to alleviate the annual meeting problem by the provision of travel grants, and we wish to commend this form of assistance. But the problems of internal communication remain, and produce many unfortunate misunderstandings within each association because of the lack of an effective apparatus to keep members and groups informed of developments within the sport.

Another administrative area in which friction constantly occurs is that concerned with press and public relations. One of the most common criticisms made by the nation's working press in the conferences we held was the slackness of amateur sports groups in letting them know about forthcoming events and programmes of public interest, in making provisions for the presence of



representatives of the media at events, or in reporting results and scores of events. We admit the justice of the criticism, yet we are acutely conscious of the situation that brings it about.

Enough has been said, though our evidence — and the problems — have barely been scratched in this area. The facts are that interest in many Canadian sports is growing at least as fast as our population — a population that in age distribution is the youngest in our history; the prospects for sports growth are greater than ever before; but our sports associations are attempting to cope with a sporting revolution using voluntary techniques that are simply inadequate. What is the answer?

We do not claim to have discovered a panacea for the administrative dilemmas of amateur sport in Canada, but we do think that there is much to learn from observations we have made of the administration of sport in other countries.

We deal with this matter more extensively in the section on SPORT CANADA, but we cannot escape the conclusion that what is required is a national sports centre, providing administrative services for all national sports associations in the country. Such a national centre could house the national general secretaries of each sport, could provide pooled administrative support services for many organizations, could act as a focal point and clearing house for ideas and information about each sport, could generate news releases and public relations campaigns on the national level, and, by bringing together under one roof representatives from many sports, could encourage mutual awareness and cross-fertilization in many ways. Above all, the existence of an administrative core and central offices for each sport would free the voluntary executives from the drudgery of daily administration, and permit them to develop the overall grasp and the long view that well-conceived planning de-

mands.

It is essential, of course, that full-time sports administrators of the kind we envisage for a national sports centre must be well-qualified and properly recompensed. The Fitness and Amateur Sport Directorate has been channelling an increasing proportion of its budget into the provision of full-time administrative support for sporting organizations. This is a good beginning. Later, in our section on SPORT CANADA, we make broad recommendations dealing with the improvement of sports organization in the country. At this point, in connection with administrative questions, we recommend to the Minister:

That the current programme of grants to sports governing bodies to assist them with administrative problems be significantly increased; and should this require revision of current grants criteria, such revision should be undertaken immediately.

Coaching in Canada

One of the attributes of a profession is a system of recognized qualifications and a consequent certification. In this sense there is no coaching profession in Canada. No formal qualifications are needed, no certification is available.

Many universities have physical education courses producing graduates in physical and health education, but there is no specific design in the curriculum to produce coaches. Few subjects are offered which relate directly to the development of specific coaching techniques. In our schools the coaching of teams tends to become the responsibility of interested teachers who take the job on a voluntary, unpaid basis and who do the best they can. In most sporting endeavour outside the schools, the same voluntary acceptance of the chore is largely the rule. If one thinks a bit about the enormous numbers of teams engaged in games all across Canada in all the age groups, the scale of this free-will offering of time and advice is most impressive. And it is all the sadder that these people have so little chance to get training to improve their techniques and methods. Some clinics are held by some organized sport associations but they are relatively few, and usually unsupported by much strength in material and personnel.

Few well-paid coaching jobs are available in Canada and very few men and women consider it as a full-time career. The Canadian weakness in coaching is most manifest at the level of play and performance of younger athletes. At the most formative years, when proper movement and style are most easily taught and learned, the best in teaching is usually unavailable. What can be achieved with youngsters through good, early coaching has been proven most strikingly in swimming.

In the U.S. there is a well-organized, confident coaching profession working mostly in the high schools and colleges. It has a close association with research;

there is an intricate system of clinics, lots of resource material in books, films, charts, etc., a close relationship to sports medicine, and a thorough, recognized body of trainers.

In many European countries, including many west of the Iron Curtain, there are state-subsidized plans which give a high priority to the development and best use of coaches.

Canada has almost nothing like the U.S. set-up and nothing comparable to the European practices. Clearly, we must make progress in the coaching field if we are to compete on equal terms with other countries. We cannot create a profession overnight; it is the work of years, following a good plan. Results can be guaranteed. Our best achievements in sporting excellence in recent years have been in swimming, skiing, and figure-skating. Each happens to be a sport in which we have highly-skilled coaches who make a living from their work.

Our backwardness in coaching dictates a long-range plan and short-term but thoroughly-applied expedients. Most of the coaching in Canada will continue for a long time to be voluntary. Therefore, the immediate emphasis should be put on providing leadership and assistance to our voluntary coaches.

It is essential that the emphasis in coaching clinics and courses be put on the techniques of coaching itself. Most coaching aids available in Canada deal with the mechanics of the activity concerned and give little on the art of coaching, as exemplified in such subjects as presentation techniques, laws of learning, psychology of athletes, types of learners, problem solving, and organization of time. Good coaching comes from an understanding of these subjects. There are few more complicated and difficult forms of teaching than coaching. The best coaches are ones who have an understanding of the imponderables as well as the techniques of their specialty.

We badly need a National Coaches Association, properly affiliated to sports bodies, well-administered and financed. Then we need a register of training opportunities and materials. Canada now has a considerable number of people from Europe who have coaching qualifications gained there. Most of these persons are working in fields unrelated to sport, yet they could provide us with an immediate corps of coaches if a coaching association locates, checks, and finds them opportunities to work.

We recommend that the government provide grants to employ professional coaches in a broad variety of sports.

We further recommend that

(a) the government provide assistance to organize and develop a National Coaches Association;

(b) a system be developed to identify outstanding young athletes through the National Coaches Association;

(c) the government provide grants to establish a series of travelling clinics involving outstanding coaches and athletes;

(d) the government institute a series of exchanges between Canada and other nations whereby our coaches could travel abroad to study the latest techniques and could bring foreign coaches here to inform and inspire our coaches and athletes.



No constitutional issue has been more debated, regretted, or approved — depending on the time and the need and the spokesman — than the one which has assigned “education” to the provinces. We cannot ignore this location of the responsibility. Readers will be aware from many of the insights and arguments we have put forward that they lead to the conclusion that sport should be an intrinsic part of schooling, and that the best and quickest means to improve participation and excellence in sport is through the combination of a fitness-sport-recreational program in the schools.

We are determined to express our views on sport in education but, since we are a federal Task Force, to limit ourselves to firm recommendations for the federal government only on matters which we believe fall within its competence. We recognize Canadian sensitivity about provincial responsibility for education, and present this analysis and our ideas on sport in education as exhortations only.

We feel that the full potentiality of the value of sport in education has long been recognized, but rarely exploited or even adequately explored. So often in our schools, sport is not integrated into the whole process; instead it is a peripheral and random activity, viewed as a recreation and an occasional escape from serious, worthwhile activity.

Many Canadians have a vague but very real sense of the superiority of our educational system over the American, that surfaces in the ridicule of such targets as U.S. college options in “canoeing” and “barn-dancing”. Sport plays an integral role in American schools. Marshall McLuhan’s first book, *THE MECHANICAL BRIDE*, contained much about the high school drum majorette as a symbol. Canadians too often look at the major involvement of American education in sport and compliment themselves on our better taste. Not for us the pattern of athletes and coaches

and trainers, progressing from grade school to high school to colleges and universities, with exacting standards in each area.

We can not share this lofty superiority, not least because of our respect for what U.S. education has produced in world leadership in scholarship, in science, in the arts, AND in sports.

The general public in Canada, as citizens and homeowners, provides almost all the tax money which sustains our educational system. Obviously, school board trustees and officials, and elected politicians and professional educators in provincial government and education departments have been either indifferent to or unaware of the value of sport in the development of the student. Is this because of the cost of a good sports programme? It is because those in charge believe the parent and taxpayer feel that a sport programme for pupils is not a valid part of a school’s formal activity?

We would commend to ministers, deputy ministers, assistant-deputies, superintendents, inspectors, supervising principals, and to the whole hierarchy of officials and experts in each provincial education system the plain thought that sport deserves better than this from them. And we would find it regrettable if anything we have said therein about the teachers of physical education should suggest that we think their role in the schools should not be up-graded and their status improved in the community as a whole.

Repeatedly we have been confronted with argument and opinion across Canada on the effect of sport on education, especially on the question of athletic scholarships. There has been much written on this subject, even in Canada. It is our conclusion that bursaries or financial aid to athletes can be given without bad effects if they are given outside the school system and the standards and practices of the schools are not tampered with in any manner. Further,

we see no injurious consequences for amateurism, provided the athlete who accepts the aid makes no commitment of his future athletic services in order to get or retain the aid.

One item in the long bibliography on sport and education appealed to us more than any other for its balance, wisdom, and thoughtful plan for the future. It is the UNESCO Manifesto on Sport in the School. We print it here before making our recommendations.

“SPORT IN THE SCHOOL”, Paris, UNESCO, 1964

An integral part of education

The importance of physical activity in the education of young people has long been recognized. Sport aids the harmonious physical development of the child, adapts him physiologically to the output of effort and promotes emotional stability; it helps develop his will and his character and improves his social adaptability. **Education should also prepare the child for the use of his leisure time while he is young and in later life.** Men are more likely to continue to practise sport throughout their lives if they acquire the habit and taste for it from an early age.

A balanced education

An individual, whatever his ultimate role in society, needs in his growing years a due balance of intellectual, physical, spiritual and aesthetic development, which must be reflected in the educational curriculum and time table. Unless a reasonable limit is set to the total demands of formal education, this is nothing more than a pious hope.

Between 1/3 and 1/6 of the total time table should be devoted to physical activity, the proportion diminishing as the child grows older. Much of this physical activity should be sport and the proportion devoted to sport should increase as the child grows older.

Appropriate programmes

The foregoing statements apply equally 63

to boys and to girls. Naturally the kind of programme offered will vary and should be appropriate to the age and sex of the pupils. It must also take account of special disabilities where these are present. Medical advice is necessary to detect incapacities or deficiencies and to avoid excesses.

While however, the first concern of those who teach will be to introduce the activities appropriate to the group and likely to interest them immediately, **those activities which have a carry-over value to adult life are especially valuable.** Activities in which the sexes participate together as well as those in which a mixed age group (for instance a family) can take part, should find their place in the programme.

Adequate facilities must of course be available to allow a real integration of sport in the school.

Opportunities for free activity

While at all stages children should be taught, the area of sport is one in which the individual can sense the release from dominance and revel in the pleasure of exploiting his own prowess; **a balance must be preserved between the time for initiation and the time for initiative, between work under supervision and independent work, for instance in a sports club.**

Opportunities for social activity

The pupil, and later the student, should find in his physical activities a valuable occasion to develop his taste for tasks of leadership and his sense of responsibility. As an adult, he will take a more active part in the life of social groups and, in particular, of the sports clubs."

We recommend

(a) **that the government use its influence where possible to encourage the expansion and vitalization of the role of sport in the physical education curriculum at all levels of educational systems in Canada.**

a corps of outstanding athletes and coaches as resource people available to the various provincial departments of education and regional school systems, as well as to recognized sports bodies outside education.

(c) **that the government provide the directorate of FAS with sufficient funds to give bursaries to outstanding athletes in a program comparable to that of the Canada Council for outstanding musicians and painters.**

Financing Amateur Sport

The present sources of money for amateur sport are not mysterious. They include the following:

individuals who play; their parents; service clubs, the Royal Canadian Legion, and other religious and charitable groups and clubs of many kinds and strengths; small businessmen through donations of money, gifts in kind, purchase of uniforms and equipment;

the general public through donations or purchases of cookies, chocolate bars, "draws", "pool" tickets, contests, whist nights, bingo games, bottle and paper drives, car-washing, etc., large corporations through sponsorship and/or donations;

grants and subsidies from municipal, provincial, and federal authorities; and

gate receipts; and in the cases of hockey and football, funds supplied by professional leagues and teams for playing talent.

It is immediately clear that except for the two last-mentioned sources (gate receipts and professional leagues) we are outlining the pattern of obtaining funds which applies to almost every voluntary and charitable organization in our society.

Despite memories we do not cherish, of gathering paper bundles on cold winter days or of bleak receptions at many doorsteps when soliciting donations, we can see nothing much wrong in any of these methods of raising money except for the overall conclusion that the results are usually inadequate and the distribution often uneven. Further, the efficacy of many of these methods tends to deteriorate as they are tried beyond the neighbourhood and community.

We have already discussed the federal government's role, up to now and in the future, in providing funds for sport; and our writ doesn't run to provincial and municipal governments. What can we

say, therefore, about fund-raising for sport in the private sector? How can such giving be put on a more rational and calculable basis?

Before turning to a stock but most effective way to encourage and regularize this we must note that the potential in gate receipts for much amateur sport has been limited by the lack of appeal such matches and contests have to the public. Part of the reason lies in the alternatives, including watching TV display the best of professional sport many hours each week; another allied explanation is that the cult of the pros, the golden aura and publicity and commentary accorded professional activity creates the attitude that amateur sport is not worth paying to watch. And its very penury further weakens amateur sport itself because lack of funds too often means poor organization, lame publicity, bungling arrangements and weak officiating.

The most costly part of financing sport is the provision of facilities. Rinks, arenas, baseball diamonds, soccer pitches, gymnasiums, courts, etc. are expensive. In so many cases those we have are public facilities provided by tax dollars, for example, those built for school and military purposes. In many cases, even for those facilities built by private clubs, there has been the use of tax deductibility to encourage individual and corporate donors. We believe this advantage, within the power of the federal government, must be seriously considered as a means to rationalize and promote financing of amateur sports.

We're back, of course, to the chicken and the egg conundrum. If amateur sporting organizations were better administered and linked they could both attract more private donations and go after them more effectively. If some of our other recommendations on the support and fostering of administrative improvement are carried out, the possibilities for more funds will improve. But to put fund-raising on

a consistent, intelligible basis we recommend that:

the government amend Section 62 of the Income Tax Act to permit the deduction of donations made by corporations and individuals for the furtherance of sport. Further, we recommend that within the study in depth we propose later regarding SPORT CANADA that full consideration be given to every means of financing sport including the matters of a sports tax and a sports lottery.

Finally, we recommend that the government appoint a committee to examine constitutions, by-laws and audit procedures with the objective of specifying minimum standards of operation for sports organizations to qualify for both government grants and income tax deductibility for donations.

Recognition and Awards



The House of Commons is the most important political forum in Canada. We have noted that year in, year out, MPs, sometimes Ministers, but usually backbenchers, have drawn the attention of the House to some athlete or team in the gallery or to some outstanding performance by an athlete or team from their constituency or region. A form of recognition! A source of pride! An accomplishment to be prized! Remember the warm and admiring response of Canadians through the months and years to Nancy Greene and Barbara Ann Scott, Marilyn Bell, Percy Williams and George Young. Repeatedly, we have heard from athletes and members of teams who have represented Canada about their feelings of pride and responsibility in international competition. In other areas of achievement, we have established means of recognizing superb performance, for example with the military honours and awards and the Canada medals.

We believe there would be much value in a system of Canadian awards for national and international champions in sport.

Therefore, we recommend that the Government establish a national system of awards to encourage Canadians to aim for specific standards of fitness and athletic levels; that part of the system focus on suitable recognition of our outstanding athletes; and that this system be supplemented by a programme of the Directorate designed to make the story of Canada's sport development and her athletes well known.

National Team Concept



Sport, like other forms of human activity in which competence and understanding are prerequisites, lends itself to visualization as a pyramid. At the broad base, there is mass participation; at the top there are a few who are supremely capable. The more we are able to carry promising athletes up the grades and qualities of endeavour in their field, the more athletes of the highest abilities we will have at the top. It is axiomatic that in the lower grades, there should be supervision and coaching for everyone, but no one neophyte can expect a great deal. At the top or near it, an enormous amount of attention is needed. We require a plan to identify the youth with natural abilities as early as possible, and if they have the desire, to give them the advanced coaching and competition needed so that they can fulfill their natural talents.

All this sounds obvious, but in many sports a haphazard and fitful organization misses thousands of prospects. We want the best athletes for our national teams. Therefore, we endorse the concept of a national team whenever it is possible, in sports such as swimming, skiing, hockey, figure-skating, and track and field to name but a few. Those on the national team should be the best and room should always be made for new prospects. Of course, placing on a national team should not be the end but the beginning of a concentration to match and surpass world standards.

The national team must have a ladder of achievement by which it can be reached, and every coach and athlete in each sport with a national team must know the ladder and how one ascends it. Competition is the sharpener of talents, and regular competition with teams of other nations must be an integral part of a national team programme. Responsibility for the programme of a national team lies squarely on the national committee or executive of the sports body governing and administering each sport.

The very diversity in income, job or educational status, and geographic location of our athletes indicates the many problems and responses which must be met. Who makes arrangement with schools and universities? What arguments are put to employers? If particularly concentrated training periods are necessary at some time, how are they to be financed in all aspects? We note that the success of our equestrian team at the Mexico Olympics followed such an intensive training programme.

The concept of the national team should be extended to cover all sports with regular international competition, including such Cinderella sports as weightlifting, wrestling and gymnastics. At first, in many cases to make the national team will have more honour than substantial opportunity, but eventually there will be popularization, an extension of motivation, and better competition.

The more attention and recognition we give national teams, the more effectively we can shift many young Canadians from an over-idolization of professional sport and its stars. As Danny O'Shea, the star centre of the Minnesota North Stars put it, "playing for Canada is something special!" Back in the early '50's Lloyd Percival ran the successful Sports College through a popular CBC radio programme. He reported then that a survey of the College's membership — several hundred thousand in number — revealed that 90% of them wanted to be professional hockey players. Perhaps the percentage would be somewhat lower today. Our point is that we must create the aspiration in millions of young Canadians in the years ahead that the objective of their sporting ambition is to play on a national team. We know this will sound to cynics like corny, "Gee whizz" stuff. We shall not worry about that.

We recommend to the government that it follows this policy on national teams:

Sport and Fitness Research

(a) where possible that the concept of a Canadian National Team in being implemented;

(b) that the government should retain the right to certify a team competing in international competition as Canada's National Team, with this right vested in the governing body which holds international affiliation in the particular sport;

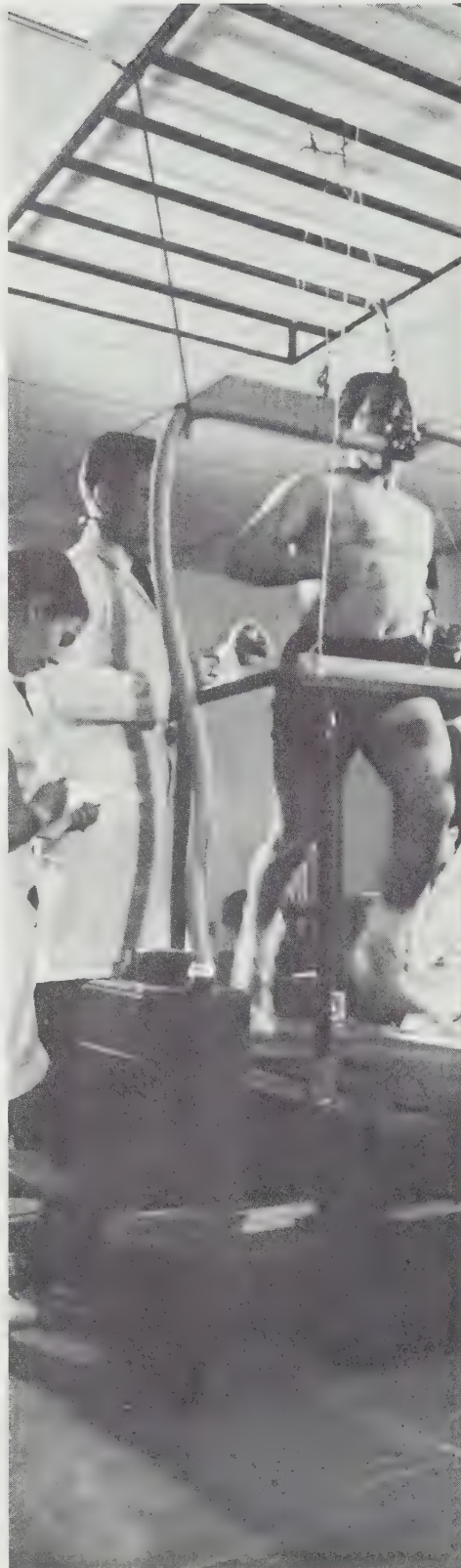
(c) the government should provide every assistance possible through the facilities and expertise of such departments as External Affairs, Industry, Trade and Commerce, National Revenue, and National Health and Welfare to ensure that the teams which enter international competition are worthy representatives and well-prepared and advised.

By listing and supporting our national class athletes, a target is provided for all competitions to come and the public is better able to follow competitive sport results. There are several warnings worth consideration:

(a) each athlete or team trying for the national team must have an equal opportunity in the selective competitions;

(b) standards of performance and sportsmanship within each sport should be recognized and supported in the performance and conduct of athletes;

(c) the coach of the national team in any sport must be accorded an overriding discretion in team conduct and training (if he fails to produce he can be fired after the results are assessed by the executive of the particular association).



Canada cannot keep pace with the rest of the world in the scientific techniques in conditioning, skill development, training, coaching, injury prevention and management and all related areas, unless it can

(a) set up a system for scanning the work done in Canada and also in other countries;

(b) conduct its own research in order to establish improved methods, after assessing the needs particular to our country;

(c) organize a system of disseminating the acquired information (organized for practical application) to our coaches, trainers and athletes.

It is particularly important that the spreading of information be well organized and administered. Research has little value until it is in the hands of those who can use it. Usually it is years before the "workers" in sports become aware of the potential of new approaches and more sophisticated methods and techniques.

There is a big store of accumulated knowledge resulting from research and comprehensive investigation in most sports. Most of it has not been utilized by our coaches and athletes. Steps must be taken to get this information to them as soon as possible. More research, testing, measurement and associated investigations are being conducted — mainly at the university level. Some of this is "ivory tower" in nature and does not get into the main stream of sport. Often it is not of a kind that is of specific value to coaches, trainers and athletes. Our prime need is for practical research oriented toward improvement techniques and methods in all areas of sport — from conditioning procedures to the fine psychological areas of competition, training and coaching problems. If possible, research conducted on grants from government agencies should be scheduled to provide needed information with specific terms of reference laid down.

There should be a schedule with a priority basis so that the fastest returns are possible.

We recommend that the Government initiate a thorough review of research grants and fellowship programmes and prepare a new programme for this area based upon these findings.



In the course of our inquiry into Canadian sports, we encountered numerous complaints, from participants and other interested persons, with respect to the medical care and supervision provided our athletes and national teams competing at the international level. In certain specific instances we had an opportunity to investigate these complaints, and came to the conclusion that they were well-founded. For example, we found that the medical care available to our athletes at the Mexico Olympic Games was quite insufficient. The medical staff consisted of one doctor actually resident in Olympic Village, and another at Acapulco who happened to be a Canadian competitor in the sailing events. The two doctors had the responsibility for the care of approximately 160 members of the team. Their professional services were available within specified hours. They were assisted by one full-time and one part-time physiotherapist. Drug stocks and physiotherapy apparatus were minimal. Space provided the medical staff was clearly insufficient. The team doctor's room was used as a consulting and examining room as well; and the physiotherapists had to work in public in the athletic headquarters, a circumstance that many of the athletes found embarrassing.

In contrast, we found the provision of medical facilities by other countries was excellent. Professional services were available on a 24-hour basis. One team, for example, had 9 full-time doctors and 18 trainers. Their equipment was first-class in terms of both quality and quantity. Their quarters were spacious and appropriate to the functions being carried on. Selection of medical staff had been made on the basis of specialization in various fields of sports medicine. A distribution of staff between athletic headquarters and events actually taking place was possible, so that medical help was immediately available for athletes competing in events with high injury risks.

Some indication of the state of our medical services at the Games has already appeared in the press, and has occasioned a certain amount of public debate. Reverberations from it have been felt within the medical profession in Canada as well. There is a strong feeling within the profession that Canadian medicine need not take second place to medicine in any other country in the world, and that, somehow or other, highly qualified Canadian specialists have not been given the opportunity to serve our athletes as they are equipped and ready to do.

It is apparently the case that the selection of medical and paramedical staff for such events as the Olympic Games and the Pan-American Games is left in the hands of the Canadian Olympic Association, an organization which we believe is not necessarily qualified to pass judgment upon the competence of professional people in the medical field, or to form an accurate assessment of the scope and kind of medical and paramedical services that ought to be provided.

We formed the impression that the Canadian Olympic Association would welcome an opportunity to be relieved of this responsibility. They did suggest, however, that the size of our medical team at the Mexico Games was determined by Olympic rules and regulations. We found it difficult to square this explanation with the size and expertise of the medical teams from other countries.

The sports medicine situation in Canada itself parallels in many ways what we have already said about the state of amateur sports organization generally. For the most part, amateur sport in Canada is dependent upon the good will and free services of the medical profession. A sports-minded doctor (though not necessarily one professionally acquainted with the field of sports medicine) may give his services on an occasional or part-time basis, but of course

can hardly be expected to engage in sports medicine to the degree that his own practice is put in jeopardy.

Without the voluntary assistance of the medical profession, and of hundreds of individual doctors across the country, the medical support necessary for Canadian sport would be almost non-existent. As far as we know, however, there is not one doctor in Canada who is able to pursue a career in sports medicine. The lack of future in the field is indicated by the fact that not a single request for a grant in the field of sports medicine has been received by the Directorate of Fitness and Amateur Sport in the seven years of its operation.

The Task Force has had discussions with many doctors interested in sports medicine and without exception they have expressed a willingness to co-operate in providing better supervision of our athletes. We have letters offering collaboration from the presidents of the Canadian Orthopaedic Association, the Canadian Association of Family Physicians and the Canadian Academy of Sport Sciences. Therefore, we believe the time is ripe for a conference of interested people for the purpose of setting up a Sports Medicine Association in Canada. We make the point that this would not be a duplication of the work of the Canadian Academy of Sport Sciences which consists of a group of physical educators and medical doctors mainly interested in research. One of the aims of this new Association will be to have sports medicine recognized as a specialty in Canada in order to alleviate the shortage of sports medicine specialists.

A working document has been prepared and a request put to the Fitness and Sport Directorate on this initiation of a conference.

We recommend this request for a conference and for government assistance to get a Canadian Sport Medicine Association under way in 1969.

The main objective of the association would be the medical supervision of sports activity in Canada and of our teams when participating abroad. It would encourage the development of competent medical and paramedical personnel for sports medicine by setting up courses, a system of grants and scholarships to foster and sustain the pursuit of certification, and financial help to persons attending international meetings and workshops. Finally, it would stimulate and supervise research in sports medicine.

Research in sports medicine should remain very practical, closely related to our actual needs. In time, of course, the bent towards theoretical research, so noticeable in so much other research sponsored by the federal government, could be encouraged. We need research into such subjects as protective equipment (e.g. for hockey), training methods, the prevention of sports injuries, the relation of sports programmes to age, methods of therapy and the best kinds of nutrition.





The Olympics

Every four years the Olympics attract enormous public attention throughout the world and while Canadians tie in with it through television and the press, there has been a kind of tight-lipped restraint and caution among so many of us because we feel that past performances by Canadian athletes at the Olympics do not reflect our real athletic potential. While the athletes in their individual sports strive to win, too often their efforts fall short of world standards. Consequently, the athletes and the Canadian Olympic Association bear most of the criticism for our total sports programme which appears to be particularly weak and haphazard every four years.

Occasionally, Canadian athletes have achieved "world class" but they seem to be exceptions rather than the normal consequence of a planned four-year programme.

Is the considerable criticism of the Canadian Olympic Association which we met just or reasonable? We believe much of it overlooks the weakness of our sports programmes; some of it is the failure of the COA to inform the public of its needs and difficulties.

We believe that the COA is symbolic of all the weaknesses we found in our study of almost every sports association in Canada: part-time workers; a lack of full-time administrators; a concentration of directors and executives in one area; no long-term development plans; and a dearth of funds or fund-raising programmes.

The COA's ability to raise funds from private donors has not been impressive considering the great advantage it has had of tax deductibility.

No one can whitewash the COA for the failure of Canada to do better at the Olympics. It is our contention that an infusion of younger people (especially of competitors and ex-athletes) and more administrators and funds will cure the ills. Further, we believe that the

implementation of our recommendations on the National Team Concept will markedly improve our showing in future international games.

The Olympics are a world stage on which nations parade and, to a degree, demonstrate their qualities. The Canadian Government has a proper interest in Canadian achievement there and it has shown a responsibility in helping provide money to back the Canadian Olympic Team. Another aspect of the problem for the government is the demonstrated determination of Canadian communities like Montreal, Toronto, Hamilton, Vancouver and Calgary to be host for the Olympic Games. Such enterprise whether successful or not — and ultimately it will be successful — requires federal expertise and backing. We suggest that the federal government has to acquire more understanding of the entire Olympic situation because of its role in any host prospects. We think the COA should have the responsibility for the British Commonwealth Games. This makes common sense since there is so much continuity among the athletes and the challenges are similar even though the competition is narrower in terms of participation and perhaps in standards of performance.

We recommend that the government use its considerable influence with the Canadian Olympic Association to encourage it to alter its constitution to provide:

1. payment of all travel and accommodation expenses to enable members of the Board of Directors and the Executive Committee to attend regular and special meetings.

2. We commend to the COA the launching of a strong public information programme about its work. We recommend that it be required to consult with the Federal Government prior to the naming of Canadian sites for future Games bids.

3. an adequate representation of Olympic athletes on the board of directors, the executive committee and working committees.

Further, we recommend that the government provide tangible assistance to host cities in their bid to bring the Olympic Games, the Pan-American and British Commonwealth Games to Canada; this to be available in terms worked out by a government policy paper or statement.

Canada Games

The basic purpose of the Canada Games is to increase interest and participation in amateur sport within all Provinces and territories and to improve the quality of individual performance among Canadian athletes. For this reason, the sponsors (Federal Government, Canadian Amateur Sports Federation, Provincial Fitness and Amateur Sport Directors) have not laid down rigid qualifying standards. Participation must be encouraged for athletes who have not as yet reached the standards of national or international competitors.

Another hopeful purpose of the Canada Games is that medium-sized cities will become interested in hosting them and thus exciting competitors and backing in their regions.

The Task Force commends the Government for helping to foster the Canada Games. The Games are an excellent unifying force; they create outstanding facilities and stimulate provincial sports governing bodies. Finally, the Games are good example of Federal and Provincial, public and private co-operation in achieving a desired end.

SPORT CANADA

In the course of this examination of the state of sport in Canada we have outlined the ways in which governments have become involved in fitness and athletic development, and described the structures that have been created to carry out public responsibilities. We have, with broad strokes, attempted to sketch the situation in the richly pluralistic private sector of sport, and believe that our description, though lacking in detail, is an accurate one. We have made various recommendations intended to strengthen both the government's part in sports development, and to alleviate in the short-run the problems that weaken sport in the private sector.

We now come to what we believe is our central and major recommendation: the creation of a non-profit corporation to be known as SPORT CANADA. Throughout our report, we have suggested, either directly or indirectly, that the solution to many of the difficulties affecting national sports organizations, and which have been caused by factors in our environment of a most familiar kind, lies in the kind of remedy Canadians have found useful in many other aspects of their national life. With government leadership, and the co-operation of national sports associations, we hope to see created a national sports centre for Canada by June, 1970. We are unwilling to prescribe just what mix of public and private participation there ought to be in SPORT CANADA, though the need for initiative and bold imagination on the part of both is obvious. The precise solution can be left to the genius of Canadians for institutionalizing practical idealism. It may be, for example, that the federal government would give up some of its present responsibilities, particularly those having to do with the competitive aspects of sport, to SPORT CANADA.

But whatever the formula adopted, we believe the arguments for the creation of a truly national sports body are

strong and compelling. As we visualize SPORT CANADA, it would be the national administrative centre for all nationally-organized sports in Canada, with all the advantages (and economies) that the concentration of a strong group of professional sports administrators would entail. We have discussed the advantages of centralization and full-time administration at many places in this Report, and have laid particular emphasis upon the impact they could make upon such perennial weaknesses in amateur sport as poor internal communications, overtaxed executives, inadequate relations with press and public, the lack of mass participation and athletic development programmes and planning, the absence of research facilities, and so on. In our view, SPORT CANADA could lift Canadian sports into a new era of accomplishment.

How is all this to be brought about? We suggest that advantage should be taken of the experience of other countries in creating bodies similar to what we have in mind for SPORT CANADA. An investigation of the structure of central sports administration in such countries as Australia, Finland, France, Germany, Italy, Japan, Hungary and the USA, all of whom have reached heights in Olympic and World competition yet unscaled by Canada, should pay real dividends in providing instructive insights into the manner in which the role of the public and private sectors in sport, the relationship of professional and voluntary administrators, and the internal organization of sport bodies has been handled. In addition, advantage should be taken of the new sports structures in Canada organized at provincial levels. After the federal government has undertaken a thorough survey of these areas, in relation to the problems we have outlined in this Report, a proposal for SPORT CANADA should be made to the representatives brought together from all national sports organ-

izations in the country. Out of that sports parliament will come, we are confident, a solution that will go far to meet and overcome the ills from which Canadian sport now suffers.

We therefore recommend:

- (1) That a non-profit corporation, to be known as SPORT CANADA, be established to provide a focus for the administration, support and growth of sport in Canada.**
- (2) That in preparing a proposal for SPORT CANADA to the national sports associations, the Minister first initiate a study in depth of similar bodies in other countries, in order to determine proper lines of policy and structures for the Corporation.**



SUMMARY OF RECOMMENDATIONS



Professional Sport in Canada

1. We recommend the following definitions as suitable to Canada for the purposes of federal legislation:

(a) "an amateur athlete is one who pursues excellence in sport, observing the rules of competition and with a feeling of good sportsmanship for his competitors, regardless of race or creed."

(b) "a professional is an athlete who may fit all the requisites of the definition of an amateur athlete but who pursues sport as his prime source of livelihood."



Canada's National Hockey Team

1. We recommend that a non-profit corporation, to be known as HOCKEY CANADA, be established for the purpose of managing and financing the National Hockey Teams of Canada.

2. We further recommend that:

(a) the Government recognize the team or teams operated by HOCKEY CANADA as Canada's national hockey representatives in international competition;

(b) the Canadian Amateur Hockey Association be required to nominate the team selected by Hockey Canada, as Canada's representative in international and Olympic competitions, under the jurisdiction of the International Ice Hockey Federation;

(c) the executive committee of the Board of Directors of HOCKEY CANADA include representatives of the Canadian Amateur Hockey Association, the Canadian teams in the National Hockey League, the Canadian Universities and the Canadian public;

(d) HOCKEY CANADA be responsible for all arrangements for financing and scheduling of all tours of Canada's national hockey team abroad, and accept a similar responsibility for the national teams of other countries when they visit Canada;

(e) the Canadian Amateur Hockey Association initiate steps to have the International Ice Hockey Federation declare the world championship a bona fide "open" competition in order that Canada may be represented by a team of the best Canadian players;

(f) if the Canadian Amateur Hockey Association bid fails or takes some time to achieve, that HOCKEY CANADA undertake to provide a representative team to accept the implied challenge of Russia and other nations who wish to engage in an "open" series of games.

The Relationship Between the Canadian Amateur Hockey Association and the National Hockey League

1. The Task Force recommends that if a hockey player wishes to obtain a college education, he should be permitted to do so and that he should not be eligible for draft if he has entered a recognized degree granting university, until the expiration of his graduation year. If he drops out of college, then he should be treated in the same manner as when he entered and would be eligible for draft in the following season.

2. We recommend an end to payments from the National Hockey League to the Canadian Amateur Hockey Association specifically to meet administrative expenditures and a continuation and increase in the sums paid to the Canadian Amateur Hockey Association for player talent.

3. The Task Force recommends the plan of reorganization to the Canadian Amateur Hockey Association as outlined in the Report on Amateur Hockey in Canada by the Study Committee of the Fitness and Amateur Sport Council.

4. The Task Force recommends that the Federal Government assist with the administrative costs and that any grant made be contingent on a satisfactory re-structuring of the Canadian Amateur Hockey Association.

5. We commend to the attention of the Canadian Amateur Hockey Association, and we recommend to the Government, insofar as it has an influence on the Canadian Amateur Hockey Association, that no player playing amateur hockey who is enrolled at school or university should be transferred during the school year from one area or one club to another, without the written consent of the player and his parents.

The Standard Player's Contract in the National Hockey League

1. The Task Force cannot approve of (Reserve) clause (17) and recommends that steps be taken, if necessary, by legislation to require its deletion.

2. The Task Force does not approve of the President of the National Hockey League being the sole arbiter between the player and the owner. The Task Force recommends that when there is to be arbitration as to a player's salary, the Board should consist of three persons: (1) a representative of the owner, (2) a representative of the player and (3) an independent person who is not employed in hockey in any way. It is further recommended that the costs of such arbitration be borne equally by the owner and the Players Association of which the player is a member.

3. The Standard Player's contract should be clarified so that there can be no question that such fines for "indifferent play" are improper and, if imposed, need not be paid.

Government's Role

1. It is recommended that:

"Act C-131 be amended as follows:

(a) Section 7 — The Council now be called the National Advisory Council on Fitness and Recreation;

(b) Section 10 — a minimum expenditure of 6.2 million dollars annually."

2. It is further recommended that: the following policies be adopted with respect to the Fitness and Amateur Sport programme:

(a) the appointment of a Director General of Sport within the Department of National Health and Welfare responsible to the Deputy Minister;

(b) A Director General of Sport be given the responsibility of making all recommendations concerning grants to the Deputy Minister;

(c) increased funds be provided to the Director General of Sport to permit an expansion of the professional staff of the Directorate, such expansion to include consultants in administration and communication and other professional areas;

(d) the Government institute a strong and concerted program of public information designed to make the public aware of the value and depth of Canadian sports development;


(e) the Government retain a corps of outstanding athletes and coaches as resource people to be made available as requested;

(f) the federal-provincial agreements be re-evaluated and a new program be devised for expenditures in this area.

Participation in Sport in Canada

Public Apathy and Public Relations

Facilities

- 
1. That the Government institute a strong and concerted programme of public information designed to make the public aware of the value and depth of Canadian sports development.
 2. That the National Advisory Council on Fitness and Recreation take an active part with the Directorate of Fitness and Amateur Sport in furthering a programme of public education on the importance and value of fitness.
 3. That the programme of public education in fitness take cognizance of the important programme carried out by President Kennedy's Fitness Council in the United States.

We make the following recommendations with respect to the problem of sports facilities in Canada:

1. That the Government initiate discussions with provincial and municipal authorities to explore ways and means of increasing the use of facilities under their control; and that it investigate the possibility of making more fully available those facilities under Federal jurisdiction, such as those on armed forces bases.

2. That a comprehensive inventory of existing public and private facilities be undertaken, and that this inventory should be kept up to date, once completed.

3. That the Government address itself to the problem of new facilities by means of the following programme:

- (a) a comprehensive plan of development should be worked out through consultations between the various levels of government;
- (b) such a plan should be prepared on the assumption that it will meet the growing needs of Canadians over a long period of time;
- (c) tax money, on a shared basis, should be used to develop adequate athletic facilities across Canada;
- (d) the Government should establish major regional sports centres, such centres to meet international competitive standards;
- (e) the Canada Games should be used as the basis for the development of sports facilities across the country;
- (f) the Government should hold out financial incentives to encourage the upgrading of existing facilities;
- (g) an Advisory Board should be established by the Government to provide advice and assistance to municipalities with respect to minimum standards, methods of construction, financing and management of sports facilities.

We recommend to the Minister:

That the current programme of grants to sports governing bodies to assist them with administrative problems be significantly increased; and should this require revision of current grants criteria, such revision should be undertaken immediately.

We recommend that:

1. the Government provide grants to employ professional coaches in a broad variety of sports.

We further recommend that:

2. the Government provide assistance to organize and develop a National Coaches Association;

3. a system of identification of outstanding young athletes through the National Coaches Association be established;

4. the Government provide grants to establish a series of travelling clinics involving outstanding coaches and athletes;

5. the Government institute a series of exchanges between Canada and other nations whereby our coaches could travel abroad to study the latest techniques and could bring foreign coaches here to inform and inspire our coaches and athletes.

We recommend:

1. that the Government use its influence where possible to encourage the expansion and vitalization of the role of sport in the physical education curriculum at all levels of educational systems in Canada;

2. that Government should establish a corps of outstanding athletes and coaches as resource people available to the various provincial departments of education and regional school systems, as well as to recognized sports bodies outside education;

3. that the Government provide the Directorate of Fitness and Amateur Sport with sufficient funds to give bursaries to outstanding athletes in a programme comparable to that of the Canada Council for outstanding musicians and painters.

We recommend that:

- 1. the Government amend Section 62 of the Income Tax Act to permit the deduction of donations made by corporations and individuals for the furtherance of sport;**
- 2. within the study in depth we propose later regarding SPORT CANADA, that full consideration be given to every means of financing sport including the matters of a sports tax and a sports lottery;**
- 3. that the Government appoint a Committee to examine constitutions, by-laws and audit procedures of sports organizations with the objective of specifying minimum standards of operation in order to qualify for both government grants and income tax deductibility for donations.**

We recommend that the Government establish a national system of awards to encourage Canadians to aim for specific standards of fitness and athletic levels; that part of the system focus on suitable recognition of our outstanding athletes; and that this system be supplemented by a programme of the Directorate designed to make the story of Canada's sport development and her athletes well known.

The National Team Concept

Sports and Fitness Research

Medical Situation

We recommend to the Government that it follows this policy on national teams:

(a) where possible that the concept of a Canadian National Team in being be implemented;

(b) that the government should retain the right to certify a team competing in international competition as Canada's national team, with this right vested in the governing body which holds international affiliation in the particular sport;

(c) the government should provide every assistance possible through the facilities and expertise of such departments as External Affairs, Industry, Trade and Commerce, National Revenue and National Health and Welfare to ensure that the teams which enter international competition are worthy representatives and well-prepared and advised.

We recommend that the Government initiate a thorough review of research grants and fellowship programmes and prepare a new programme for this area based upon these findings.

We recommend that our request for a Conference and for government assistance to get a Canadian Sports Medicine Association underway in 1969 be agreed upon, and implemented.

We recommend that the Government use its considerable influence with the Canadian Olympic Association to encourage it to alter its constitution to provide:

1. payment of all travel and accommodation expenses to enable members of the Board of Directors and the Executive Committee to attend regular and special meetings.

2. We commend to the COA the launching of a strong public information programme about its work. We recommend that it be required to consult with the Federal Government prior to the naming of Canadian sites for future Games bids.

3. an adequate representation of Olympic athletes on the board of directors, the executive committee and working committees.

Further, we recommend that the government provide tangible assistance to host cities in their bid to bring the Olympic Games, the Pan-American and British Commonwealth Games to Canada; this to be available in terms worked out by a government policy paper or statement.

We recommend:

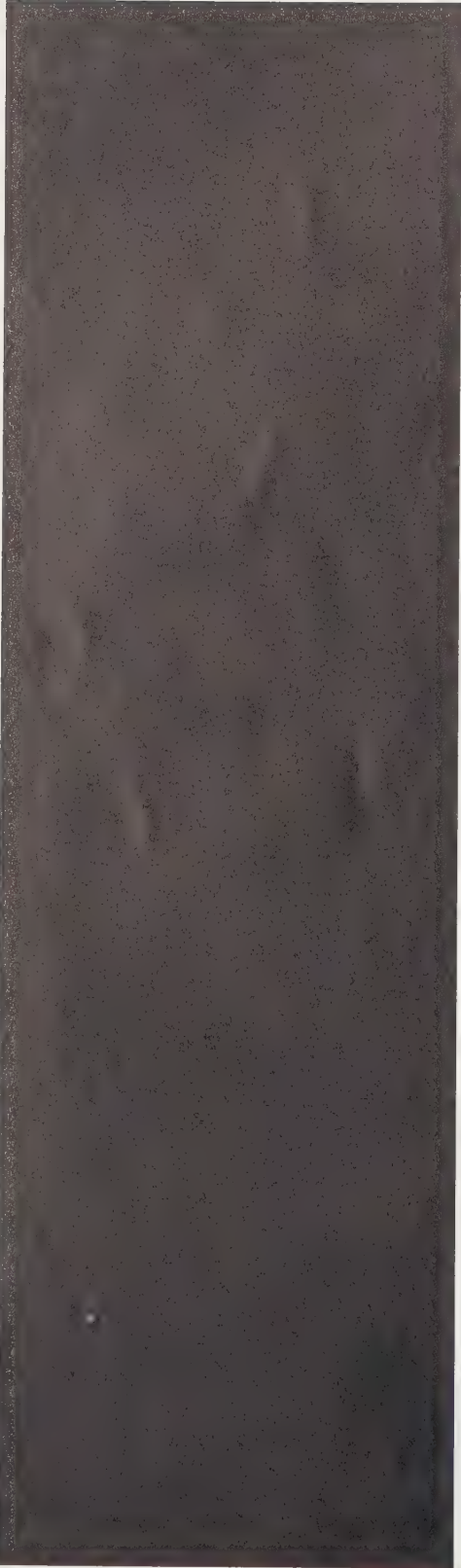
1. that a non-profit corporation, to be known as **SPORT CANADA**, be established to provide a focus for the administration, support and growth of sport in Canada;

2. that in preparing a proposal for **SPORT CANADA** to the national sports associations, the Minister first initiate a study in depth of similar bodies in other countries, in order to determine proper lines of policy and structures for the Corporation.

APPENDICES

A/B/C/D/E







OTTAWA

August 2, 1968

One of Prime Minister Trudeau's pre-election objectives—to appoint a "Task Force" to investigate amateur sport in Canada — became a reality today.

The three-member Task Force that will report back to Health and Welfare Minister John Munro will be headed by Mr. Harold Rea, Toronto business consultant. He will be aided by World Champion skier Nancy Greene, and Dr. Paul Wintle DesRuisseaux of Quebec City.

In announcing details of the Task Force at a press conference today, Health and Welfare Minister John Munro said the study would take about six months, and cost up to \$50,000.

OTTAWA

August 13, 1968

The three-member Task Force commissioned by Health and Welfare Minister John Munro to investigate amateur sport in Canada is operating to a specific set of guidelines approved by the full Cabinet as follows:

"A three-member Task Force be appointed to hold discussions, including consultations with representatives of private and public organizations in Canada and abroad, and with international agencies for the purpose of inquiring into and reporting on the following:

- (i) prevailing concepts and definitions of both amateur and professional sport in Canada and the effect of professional sport on amateur sport;*
- (ii) the role of the Federal Government in relation to non-governmental national and international organizations and agencies in promoting and developing Canadian participation in sport;*
- (iii) ways in which the Government could improve further the extent and quality of Canadian participation in sport both at home and abroad."*

The Task Force will report back to the Health and Welfare Minister by early 1969. It is headed by Mr. Harold Rea, Toronto business consultant, and includes World Champion skier Nancy Greene and Dr. Paul Wintle DesRuisseaux, a sports medicine specialist of Quebec City.

The Task Force is the result of growing concern among Canadians, including Prime Minister Pierre Elliott Trudeau, about performance of Canadian athletes in international competition.

In a speech at Selkirk College, B.C., Prime Minister Trudeau said he had "come to the realization that the federal government must do more for sport".

"There are a certain number of symptoms which worry me — the fact that hockey is our national sport and yet in the world championships we have not been able, as amateurs, to perform as well as we know we can."

Dr. Paul Wintle DesRUISSEAU

Dr. DesRuisseaux of Quebec City, grad- 89



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uated as a medical doctor from the University of Ottawa. From 1958-1966, he was a Professor at Laval University in physiology of exercise and the treatment of sports injuries.

Dr. DesRuisseaux, a fellow of the American College of Sports Medicine, attended the Olympic Sports Medicine Congress in Rome in 1960. He is currently involved in school sports medicine and is Coroner of the District of Quebec, and court expert in forensic medicine.

He is a former Canadian intercollegiate champion and amateur champion in speed and long-distance swimming. In 1956 and 1957, he won the Lake St. Jean Marathon as a professional long-distance swimmer. He is also Quebec handball champion and active in golf.

He has organized national swimming meets, and in 1967 he was a Member of the Board of Governors and Chairman of the Medical Committee of the First Canadian Winter Games Corporation. He has been in charge of the medical supervision of numerous sport events such as the "tour du St-Laurent" bicycle race, six-day bicycle race for professionals and du Maurier Ski cup.

W. Harold REA

Early in the 1930's, Mr. Rea became a chartered accountant, and joined the Canadian Oil Companies (White Rose). He spent 30 years with the company, working his way up to President. When the Shell Oil Company bought control of White Rose, Mr. Rea became an "industrial freelancer", continuing his role as one of Canada's leaders in the petroleum industry. He is now Chairman of the Board of the Great Canadian Oil Sands Company, which is taking part in the development of the Athabasca oil sands. He is also a Director of a number of Canadian Companies, including the Bank of Nova Scotia and Mutual Life of Canada.

He was President of the National Council of the YMCA's of Canada and in

1962, he was made an honorary life member in the national council, the highest honor that group can give. He maintains his connections with the YMCA as Honorary National President.

In 1963, he was awarded an honorary Doctor of Laws degree from the University of Western Ontario. He was a visiting lecturer at the U.W.O. School of Business Administration 1963-1968. He is member of the University's Board of Governors.

He is an active golfer, swimmer, and firm believer in physical fitness and sports participation for the young.

Miss NANCY GREENE

Miss Greene of Rossland, British Columbia has been an active participant in international ski competition but is interested in promoting participation and excellence in all sports.

She was named to the National Ski Team in 1959 and competed nationally and on the international circuit with the team for 9 years including 3 Winter Olympic Games and 2 World Championship tournaments. In 1967 and again in 1968, she won the World Cup of Skiing which is the culmination of 3 months of international races. In the 1968 Olympics at Grenoble, she won a gold medal in Giant Slalom and a silver medal in Slalom. The Canadian Press poll named her Canadian Athlete of the Year in 1967 and 1968 and she was also chosen Woman of the Year in 1968. Miss Greene is a service member of the Order of Canada.

Miss Greene retired from competition after the 1968 season and has been active in sport promotional work for several clients. She will be married in April 1969 to Mr. Al Raine, Head Coach of Canada's National Ski Team.

Christopher H. LANG

27 years old, of Westmount, Quebec, was the Director of Administration for the Task Force on Sports for Canadians.

An honor graduate in Business Administration, from the University of Western Ontario, Mr. Lang was employed by the Mercantile Bank of Canada for the past five years.

In addition to his participation in university football, hockey and squash, he has been associated at the executive level with a variety of sports organizations. During a three year posting to Winnipeg with the Mercantile Bank, Mr. Lang was a director of the Winnipeg Squash Racket Club and on the executive of the St. Vital Football Club, the Pan-American Games Committee, the Manitoba Branch of the Canadian Amateur Ski Association and the Canadian Amateur Squash Association. He also assisted in the organization of the Centennial Hockey Tournament in Winnipeg in 1967.

Douglas D. MAXWELL LIMITED

The firm of Douglas D. Maxwell Limited was retained to do consulting in the fields of research and public relations. They specialize in the provision of consulting services in the fields of sport and recreation. The three principals are Douglas D. Maxwell, A. J. Esling, and D. Robert Pugh.

The firm undertook a special survey and did consulting work for the Youth and Recreation branch of the Ontario Department of Education (formerly the Community Programs Branch) in the field of sport and athletics. Their work in 1968 led directly to the special conference on sport held by the Department of Education in November of 1968, at which members of the Task Force were present, and which has led to the establishment of an Ontario Sports Federation. They have also served as consultant to a number of sports governing bodies in the development of special competitions or events.

In addition to their background in the fields of sports promotion and public

relations, the various principals of the firm have been engaged as consultants to business and industry.

A. S. PATILLO, Q.C.

Mr. A. S. Pattillo, counsel for the Task Force, is a senior partner of Blake, Cassels and Graydon, Vice-President of the Canadian Bar Association, Director of many leading Canadian Companies. He was also counsel to the Royal Commission on Canada's Energy Resources.

Harry WALTERS

Mr. Harry Walters worked in the initial stages on the study doing basic research and laying the groundwork for the questionnaire. He obtained his Bachelor of physical education degree from the University of British Columbia and his Master's degree in physical education in 1962 from the same University.

From 1962 to 1964, he was a lecturer in physical education at the University of New Brunswick in Fredericton. He moved to Lethbridge, Alberta, where he worked as southern area consultant in recreation for the Provincial Department of Youth. In 1967, he joined the department of Physical Education at Mount Royal College in Calgary and was recently named Chairman of the Department.



As requested by the Task Force, we undertook to survey a broad cross-section of opinion in Canada, in an attempt not only to define the major problems of sport in Canada, but also to measure the depth of concern surrounding these problems.

Rather than build a highly structured multiple-choice questionnaire relating to the present and past, we developed an "open end" series of queries designed to stimulate opinion and identify the problems of the present and the future.

The questionnaire was sent to approximately 2,000 individuals, representing a broad cross-section of interest in Canadian sport. The list had been prepared earlier and provided to us, and while admittedly large, it enabled us to gain a representative sample of opinion covering the various segments of Canadian society involved in sport: i.e., sports governing bodies, educators, coaches, officials, Olympic and Pan American athletes, and government representatives. In addition, a number of private citizens submitted replies and letters.

While it is true that there was considerable duplication in the group surveyed, we felt this was a small price to pay to ensure a complete and comprehensive coverage. And we feel that the survey results justified this policy.

All told 475 questionnaire replies were received. The breakdown of response was as follows:

(a) Sports Governing Bodies	299
(b) Olympic and Pan American athletes	91
(c) Special names	85
	<hr/>
	475

The 299 replies from Sports Governing Bodies represented a 96.3% coverage of Canadian sport. 54 sports were surveyed, and replies were received from 52 of them.

The 91 replies from participating ath- 91

481-3371

DOUGLAS D. MAXWELL LIMITED •

SUITE 105, 164 EGLINTON AVENUE EAST ■ TORONTO 12, ONTARIO

PARTNERS

D. D. MAXWELL

A. J. ESLING

D. R. PUGH

January 3rd, 1969.

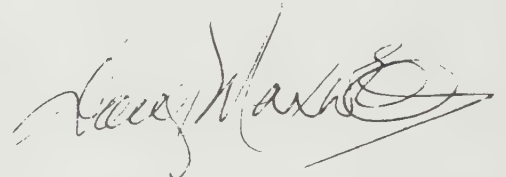
W. Harold Rea,
Chairman,
Task Force on Sports for Canadians,
Room 1406, Brooke Claxton Building,
OTTAWA, Ontario.

Dear Dr. Rea:

I am enclosing our report on the survey
questionnaire commissioned by the Task Force.

I trust that it will be of assistance
to the Task Force; if there are any specific queries or areas
you wish to pursue, please don't hesitate to call us.

Yours very truly,



DOUGLAS D. MAXWELL

DDM:mp

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letes covered 23 sports. When it is remembered that coverage here was restricted to Olympic and Pan American sports, it can be seen that the athlete response was extensive and significant.

The 85 "special names" category included replies from municipal recreation directors, University leaders in Physical Education, members of the National Advisory Council on Fitness and Amateur Sport, coaches, Provincial leaders in the field of recreation and sport, officials of the Y.M.C.A., Royal Canadian Legion and similar bodies, and (in one case) a member of the R.C.M.P. serving in the Arctic with special responsibilities for Eskimo athletics.

Replies were received from every province, from every major city, as well as from the Yukon and the Northwest Territories.

We are more than satisfied that a representative and comprehensive sample was used, and that the results obtained represent an accurate consensus of those most concerned with sport in Canada. This opinion had been further verified by a wide number of personal, in-depth interviews.

Eight basic concerns of sport were voiced by the questionnaire respondents. In order of their importance (measured quantitatively) they are:

1) **Public Apathy** 22.6% of those surveyed stated that this was the major problem facing Canadian sport. It was complained that sport did not seem to occupy a basic part of the fabric of Canadian life nor did it occupy the same central place of importance as is the case in other countries. In addition, there was an oft-expressed opinion that sport receives scant attention from public officials and (particularly in the case of amateur sport) little support from the mass media. In particular, schools and the educational system were singled out for their neglect of this vital area of Canadian life. (It is interesting to note

that 258 specific recommendations were submitted to the Ontario Minister of Education in the now-famous Hall-Dennis report on Education: Not one recommendation concerned sport).

2) **Facilities** 22.1% of those surveyed stated that the major problem facing their sport concerned facilities. Their concern was evidenced in a number of facets of this problem. In some cases, there were not enough facilities of the right sort for the proper practice of a sport. In other cases, there were adequate facilities available, but the costs of rental were too high and the restrictions surrounding the use of the facilities were too onerous. In other cases facilities were too old and antiquated for effective use. In still further cases, the location of facilities was a problem. In general, the consensus of respondents was that adequate facilities were woefully lacking, or when available, were hedged in by so many restrictions as to make them (in effect) non-existent.

3) **Administration** 20.2% of the survey returns indicated that the administration of sports governing bodies was a major problem facing that sport now and in the future. This concern manifested itself in a number of areas. There was concern that sport in Canada was being governed to a large extent by over-worked volunteers. Since most of the respondents fitted into this category of "over-worked volunteers", there was little critical content in this comment; rather there was the feeling of quiet desperation that there were not enough hands available to do the work required. Such volunteers did not have time to prepare any forward planning, nor were they able to devote the priority of concern that they felt their sport merited. In most cases, these volunteer executives were more concerned with "putting out fires" than in preparing their sport for the decade ahead. There was a near-unanimous concern at the lack of full time staff and permanent office facilities,

over poor communication between the national office and members of the association, over the simplest and most basic of office functions such as files, telephone bills, duplicating facilities, accounting practices, and the normal office functions that are taken for granted by industry and government today.

4) **Coaching** 17.7% of those who returned questionnaires stated that the major problem of their sports group lay in the area of coaching. Not only did they indicate that there were insufficient qualified coaches in the country, but they also indicated that where good coaches were developed, the inadequate (or completely absent) scale of remuneration led to the defeat of such people. If they were not lured away to higher paid jobs in the United States or other countries, they were defeated in spirit, since they were unable to earn a living at coaching. Many of the respondents indicated that there was no adequate training, method of assessment, or recognition of coaches. It was pointed out that without proper coaching and training, Canada could expect little result for its athletic effort. It was also significant that in the replies of those sports that had achieved international recognition, coaching was not a major problem, since they had managed to solve the question of coaching with full-time, paid assistance. They stated that there was a very direct relationship between the use of highly qualified, full-time coaches and international success. Closely allied to a concern for effective coaching was a concern for adequate levels of competition. It was pointed out that Canada did not have sufficient regional, inter-provincial or national competitions where developing athletes could stretch their abilities or measure their development. Where there were adequate competitions available, there was concern that these represented a veneer of effort rather than a depth of development.

5) **Education** There was a common 93

thread running through all of the replies to the effect that the educational system had abdicated its responsibility with regard to sport. Although no figures could be set beside this contention, and it was rarely indicated as a specific concern, there was a very definite feeling that if Canada was to improve its sports participation, then the educational system would have to become much more deeply involved. The near-unanimous concern of those queried was for a greater involvement at the elementary school level, greater periods of time set aside for sport in the elementary and high school curriculum, and the greater consideration of sport as an important tool in the educational process. In addition, there was a strong indictment of the educational authorities and individual schools over the high fences of restriction surrounding the use of school facilities by sports groups. There was also the feeling that the educational authorities were not making full use of the coaching abilities that were available within the community, and which could be applied to sport within the context of the school program.

6) Finance As in the case of education, there was a common thread running through all of the replies concerning finance. Here it was difficult to determine cause and effect. Were there not enough facilities available because there was not enough money available to build them, or were the facilities not able to be used, because there was not enough money available to rent those facilities? Were there not enough full-time administrators working in the cause of sport because funds were not available to pay them, or was there a lack of funds because there were not enough full-time administrators able to devote their time to fund raising? Whatever the dilemma of analysis, there was a common thread of agreement that if increased funds were made available to sport in Canada, many of the problems

cited above could be solved. It was pointed out time and again that in the triangle which had people, facilities and funds as the three sides, the weak side concerned finance. However, there appeared to be no common agreement as to the source of the needed funds. While there was agreement that government could and should be more generous in this regard, (many of the respondents cited the more generous funds that had been made available for other segments of the mosaic of Canadian life) there was no agreement as to the proper extent of government participation, compared to participation by the private sector. There was agreement, however, that a greatly increased injection of funds (from whatever source) would go a long way to the solution of problems facing Canadian sport.

7) Recognition Awards Many of the people who responded to the survey indicated that Canada did not recognize its outstanding athletes sufficiently. There was a general agreement among those who cited this factor that if a system of awards could be established, then proper public recognition could be given to Canada's outstanding athletes. In this way, many more young people could be drawn to participate in sport, and thus help to swell the base of participation that was considered essential to any improvement in Canada's position in international events.

8) National Teams Those sports that had already established a national team concept were high in their praise of this concept when it came to the development of their particular sport. A number of replies from individuals in sports that did not hold the national team concept, were equally convinced that this concept of excellence was a necessary one if Canadian sport was to develop properly.

Replies to the questionnaires were coded to preserve anonymity, and those deemed to possess special merit (as reflected in

comments, attitudes, proposals, etc.) were "flagged" for special attention. A few representative samples of opinion are included, more for illustration than for information, in **annex (A)**.

In addition to the major concerns noted before, there were an additional number of suggestions that merited attention, but which would have been lost in a strictly quantitative approach. These suggestions (or their derivatives) may be summarized as follows:

- (a) Establish a Ministry of Sport; separate the consideration of sport from fitness and recreation.
- (b) Request tax concessions for donations.
- (c) Change the role of the National Advisory Council on Fitness and Amateur Sport.
- (d) Establish national and/or regional sports training centres, and national and/or regional administration centres.
- (e) Effect a greater utilization of government facilities (Armed Forces bases, government buildings, etc.).
- (f) Provide assistance to establish standards for the development of facilities.
- (g) Provide athletic bursaries or lost time wages.
- (h) Establish a central public information department.
- (i) Establish a national appeal board to hear complaints regarding team selections, or jurisdictional disputes.

SUMMARY

The survey received wide distribution in every sense. Each geographical region, all interested sports bodies, and individuals with specific knowledge and opinions to offer were canvassed. The replies were representative and significant and there is no doubt at all that the results of the survey are as accurate and informative as they are interesting.

RED DEER, Alberta

"A systematic bombardment through the mass media could do a great deal to influence public opinion and change attitudes. This could most assuredly be done capably and well by the Federal Government."

LACHINE, Quebec

"...nationally organized sport today is really big business and must be organized and operated as such... Dissolve the Fitness and Recreational Council and its Directorate. Establish on sound business principles a management team that will have the confidence and backing of Government and Industry and the general public. This team to plan and put into operation a well-developed marketing program on amateur sports..."

GUELPH, Ontario

"...obvious that we must have: Ministry of Sport; Minister of Sport; National Sports Center; appointed and paid national Directors and secretaries for major sports and clusters of minor sports; these directors to have their bureaus in the National Sports Center; sub-directors in charge of Provincial Centers... If we want medals at national and international festivals, we have to pay the price for them. If we want an active nation we must have (a) the facilities and (b) the trained coach to assist, encourage, inspire and lead. FACILITIES first and PERSONNEL second."

SYDNEY, Nova Scotia

"...building and staffing of provincial training centers. Grants to municipalities for developing facilities... More and direct CBC coverage of sport at all levels."

WINNIPEG, Manitoba

"...I feel we should forget the word amateur and throw the participation wide open to all. The countries of the world will never agree on a definition of amateurism. Why should I be a professional in one sport and because of it I am a professional in all sports?"

MONTREAL, Québec

"Le Canada est un pays trop vaste pour que les politiques s'établissent au niveau du gouvernement central. Par contre, le fédéral peut jouer un rôle de coordination. Des instituts de sport provinciaux ou régionaux devraient être établis et non pas un seul institut."

FORT SMITH, Northwest Territories

"...Task Force has a big task, but its present life span and survey of a few months is too brief... Task Force (should) raise suggestion to Prime Minister to research deeper those complicated and important factors raised in replies..."

SASKATOON, Saskatchewan

"Investigate the monopoly held by the N.H.L. in recruiting personnel... All the contract

forms presently used by the N.H.L. should be investigated."

COQUITLAM, British Columbia

"...a force of some sort must work on publicity for all amateur groups, particularly the personalizing of some of our top athletes."

DON MILLS, Ontario

"I have achieved as much as I have wanted. The only motivation I would have for greater achievement (personal ego has been satisfied) would be that my performance would benefit the program in my sport. At the moment, I do not have sufficient faith that the people running my sport would capitalize on my feats to provide the necessary stimulus... Athletes... must be made to feel part of the administration (of their sport). I don't think amateur sport in Canada... can survive as long as we adopt the attitude that all athletes must train and compete — nothing else."

MONTREAL, Québec

"Au Canada, chacun a sa petite formule magique. Je crois qu'au point de vue entraînement, le gouvernement devrait publier une revue mensuelle sur les sports amateurs où différents entraîneurs pourraient faire connaître leurs idées sur l'entraînement, et où on aurait des résultats des tournois ainsi que toutes sortes d'articles."

THIS AGREEMENT made in triplicate this 15th day of May, 1967.
BETWEEN

NATIONAL HOCKEY LEAGUE,

hereinafter called the "NHL"

OF THE FIRST PART

— and —

CANADIAN AMATEUR HOCKEY ASSOCIATION,

hereinafter called the "CAHA",

— and —

AMATEUR HOCKEY ASSOCIATION OF THE UNITED STATES,

hereinafter called the "AHA of U.S."

OF THE SECOND PART

WHEREAS the Party of the First Part is the governing body for professional hockey in Canada and the United States of America and has by agreements in writing and other working arrangements power to contract for and on behalf of its affiliated and/or associated minor leagues;

AND WHEREAS the Canadian Amateur Hockey Association is the governing and controlling body for Amateur Hockey in Canada;

AND WHEREAS the Amateur Hockey Association of the United States of America is the governing and controlling body for Amateur Hockey in the United States;

AND WHEREAS it is the mutual desire of the contracting Parties to terminate the Agreement entered into on September 1, 1958 between National Hockey League, of the First Part, and International Ice Hockey Federation, Canadian Amateur Hockey Association and Amateur Hockey Association of the United States, of the Second Part, and to replace the said Agreement by the following Agreement.

NOW, THEREFORE, THIS AGREEMENT WITNESSETH that in con-

sideration of the mutual agreements and conditions herein contained, the Parties hereto agree together as follows:

1. DEFINITIONS AND REFERENCES

In this Agreement and any Amendments thereto, unless the context otherwise requires or implies:—

1. "Affiliated" means associated under a formal Agreement.
2. "Affiliated minor leagues" means minor professional hockey leagues associated under a formal Agreement with the NHL and whose names appear on a list supplied by the NHL to the CAHA.
3. "Associated minor leagues" means minor professional hockey leagues associated without any formal Agreement with the NHL for the purposes of securing the benefits and undertaking the responsibilities set out in this Agreement.
4. "Assessments" or "Annual Assessments" means the regular annual payments by the NHL to the CAHA and the AHA of U.S.
5. "By-Laws" means By-Laws of the NHL or one of its affiliated leagues.

6. "Central Registry" means the player registration office of professional hockey.

7. "Committee" means the Joint Development Committee.

8. "Draft," "Universal Draft" or "Universal Amateur Draft" means the proceedings at which professional clubs make their claims for registration of their right to priority of negotiation with an amateur player.

9. "Unsigned draft claim" or "unsigned draft choice" means a player who has been claimed in the amateur draft and whose name appears on a professional club's reserve list, but who has not signed a professional contract. The professional club may continue to include such player on its Reserve List provided that a bona fide offer of a Standard Player's Contract has been made to such player before October 1st next following the draft and before each October 1st thereafter until the player turns professional.

10. "Emergency Conditions" means the state of a professional club which is below playing strength in accordance with its League's By-Laws which permit a replacement of player(s).

11. "Joint Development Committee" is the Committee created in section 17 of this Agreement.

12. "Junior Competition" — See section 10 for definition of Junior eligibility.

13. "Negotiation claim" means the registration by a professional club of a prior right of negotiation with a particular player who has attained his twentieth birthday.

14. "Participated" means to have actually taken part in a game.

15. "Played" means to have actually taken part in a game.

16. "Player" means a hockey player and includes professional and ama-

teur unless otherwise stated.

17. "Player Development Club" means a professional club designated by a Member Club of the National Hockey League to be its player development affiliate operated under special eligibility rules based on the age of participating players.

18. "Professional Player" — See section 9 for definition.

19. "Amateur Player" means a player who has not participated in a professional game except under a special try-out permit from amateur authorities or who, having been a professional player, has been reinstated as an amateur by the Parties of the Second Part.

20. "Reinstatement" means the procedure by which a professional player is restored to the status of an amateur player in accordance with section 15 of the Agreement.

21. "Reserve List" means the roster of players eligible to play for a particular club in a particular league. It includes players, goalkeepers, unsigned draft claims, negotiation claims. It can include both professionals and amateurs.

22. "Inactive List" means the official player list composed of players who are actually in attendance as a full time student at a degree granting university or college or a member of the Armed Forces of Canada or of the United States and in whose professional services a professional club has a recognized interest by reason of some standard player agreement, priority claim of negotiation, or draft claim.

23. "Negotiation List" means the roster of players for whom negotiation claims have been filed with the Central Registry and which are recognized by professional leagues under which individual clubs are accorded

the exclusive right of negotiation for their services as professional players for the period of one year plus extensions in special cases as provided in the By-Laws. Notice of such claim shall be given to the player promptly in writing.

24. "Voluntarily Retired List" means the list of players whose services belong to one professional club but all of whom have retired from active play. It can include both professionals and reinstated amateurs.

25. "Training Camp List" means the list of players filed with the Central Registry by a professional club which has invited them to training camp and has received an acceptance in writing from said players. This list is transmitted to the amateur associations.

26. "Season" or "Playing Season" means the period commencing with the first game and ending on the final day of the play-offs.

27. "Sponsored" means an amateur club, team or list which is supported by or registered by a professional club.

28. "Suspension" means suspension from participation in hockey as a player, Coach, Manager, Club Officer or in any other capacity whatsoever.

29. "Tampering" — See section 16.

30. "Try-out" means a professional hockey agreement with an amateur player, or a trial of skill of an amateur player under professional auspices whether at a training camp or practice or in an actual game.

31. "Territorial rights" means the exclusive right to play and conduct hockey in a specified area.

32. "Turn Professional" means the procedure of negotiating a contract for the services of an amateur player, consummated by the signing of a 97

Standard Player's Contract or an agreement as to the terms of such a Contract.

2. ACKNOWLEDGMENT OF JURISDICTION OF AMATEUR AUTHORITIES

The Party of the First Part hereby acknowledges that the Parties of the Second Part are the sole and exclusive governing bodies of amateur hockey within their respective territorial and constitutional spheres and hereby agrees that in all matters relating to amateur hockey and its relations with professional hockey it will deal only with the duly appointed officers of the Parties of the Second Part.

Moreover the Party of the First Part agrees that it will give the earliest possible notice to the Parties of the Second Part when it becomes aware of the possibility that a professional hockey club may be entering a territory where there is already organized hockey being conducted under the jurisdiction of the Parties of the Second Part.

If and when any proposal, which contemplates the change of any league or group operating under the jurisdiction of either of the Parties of the Second Part from an amateur operation into a recognized professional league, is submitted to the Party of the First Part for approval and recognition no such change of status will be effected until the proposal has been submitted to the Parties affected and a full opportunity has been provided for thorough investigations, representations and negotiations by them.

3. ACKNOWLEDGMENT OF JURISDICTION OF PROFESSIONAL AUTHORITY

The Parties of the Second Part hereby acknowledge that the Party of the First Part and its affiliated and associated minor leagues are the sole and exclusive governing bodies of professional hockey in Canada and the United States of

America and hereby agree that in all matters relating to professional hockey and its relations to amateur hockey they will deal only with the duly appointed representative of the Party of the First Part.

4. SUSPENSION BY AMATEURS

The Party of the First Part on behalf of itself, its affiliated and associated minor leagues and all member clubs of such leagues agrees that it will recognize all suspensions imposed upon amateur hockey players, officials or executive personnel by the member associations of the Parties of the Second Part. Notice of such suspension shall be in writing signed by or on behalf of the President of the Association imposing the suspension. When such notice is given only through the medium of a periodic bulletin it will be deemed to have been delivered at the normal time and date of delivery of regular mail following posting of the same in the post office of the sender.

5. SUSPENSIONS BY PROFESSIONALS

The Parties of the Second Part on behalf of themselves and their member associations agree that they will recognize all suspensions imposed upon professional hockey players of the Party of the First Part and its affiliated and/or associated minor leagues. Notice of such suspension shall be in writing signed by or on behalf of the President of the NHL. When such notice is given only through the medium of a periodic bulletin it will be deemed to have been delivered at the normal time and date of delivery of regular mail following posting of the same in the post office of the sender.

6. FORMS OF PROFESSIONAL AGREEMENTS

The Parties of the Second Part on behalf of themselves and their member branches and associations acknowledge that for the orderly conduct of profes-

sional hockey and the governance of the relations between the clubs and their players and their obligations to one another the following types of agreements and arrangements are the only officially recognized relationships in existence and use by the Party of the First Part and its affiliated and/or associated minor leagues:—

(a) Standard Player's Contracts — specimen copies of which are appended hereto.

(b) Negotiation Claim — as defined in paragraph 13 of section 1.

(c) Unsigned Draft Claim — as defined in paragraph 9 of section 1.

(d) It is acknowledged by the Parties hereto that at the time of the entry into this Agreement there exist valid subsisting player agreements including Try-Outs Forms "A", Options "B" and Options "C" which shall continue to have their full force and effect until they are phased out in accordance with this Agreement.

7. PROFESSIONAL HOCKEY LISTS

(a) The Parties of the Second Part on behalf of themselves and their member branches and associations acknowledge that the rights and privileges secured or conferred by the agreements detailed in section 6 hereof are consolidated and recorded in the following lists of players issued at regular intervals by the Party of the First Part for each professional hockey club:—

(i) Reserve List. (NHL Clubs — 30 players and 3 goalkeepers) (All others — 25 players and 3 goalkeepers.)

(ii) Voluntarily Retired List. (Players on this list who have been reinstated as amateurs shall be removed from this list not later than three years from the registration of retirement.)

(iii) Training Camp List. (Restricted to agreements and written acceptances.)

(iv) Negotiation List. (NHL Clubs —

4 players; AHL and WHL Clubs — 3 players; CPHL Clubs — 2 players.)

(b) The above recited lists and amending bulletins shall be sent promptly after issue to the Parties of the Second Part in the manner hereinafter set out.

(c) It is recognized by the Parties hereto that at the time of the entry into this Agreement there exist valid subsisting player lists including the Players' Reserve Lists, Goalkeepers' Reserve Lists, Negotiation Lists, Inactive Lists and Sponsorship Lists which shall continue to have their full force and effect until they are phased out in accordance with this Agreement.

8. UNIVERSAL AMATEUR DRAFT

(a) The Party of the First Part agrees to terminate the system of sponsorship of amateur clubs for the benefit of the sponsoring team and agrees to phase out these lists as soon as the players registered thereon have ceased to be eligible therefor by reason of age, removal or otherwise. In the interval these lists will be recognized and administered in accordance with the existing By-Laws of the Party of the First Part and its affiliated and/or associated minor league clubs.

(b) The Parties of the Second Part agree that effective in 1967 the Party of the First Part has the right to establish and hold an annual Universal Amateur Draft. This Draft shall be conducted in accordance with sub-paragraph (a) of paragraph C of section 18.

9. DEFINITION OF "PROFESSIONAL"

IT IS FURTHER AGREED by the Parties hereto that a player shall be considered a "professional" only when the Party of the First Part notifies the Parties of the Second Part that such a player has signed a Standard Player's Contract or has agreed in writing to the terms of a contract with a professional hockey club and has not been reinstated as an amateur as provided by this

Agreement.

10. ELIGIBILITY FOR JUNIOR HOCKEY

(a) The Parties of the Second Part agree that during the term of this Agreement a player, to be eligible to participate in the Junior category of their respective competitions in any playing season, must not have attained his twentieth birthday by midnight December 31st-January 1st of that season.

(b) Notwithstanding the provision of section (a) hereof, and in order to facilitate adjustment to the new age limit, it is understood and agreed that for the playing season 1967-68 the Parties of the Second Part shall be entitled to allow to participate, in Junior competition, players who have not attained their twentieth birthday by midnight May 31, 1967.

11. RESTRICTIONS ON TURNING PLAYERS "PROFESSIONAL"

(a) The Party of the First Part agrees that its Member Clubs and the member clubs of its affiliated and/or associated minor leagues will not "turn professional" or place on any professional list any player before the completion of the final season of eligibility for Junior competition of that player.

Notwithstanding the prohibition contained in this section the Parties hereto recognize the problem of the proper allocation of players of "exceptional playing ability" whose playing careers might be adversely affected by the generality of this restriction. It is therefore mutually agreed that either Party hereto may submit at any time, for consideration, and for action if mutually agreeable, an amendment hereto having as its object the permitting of players not below the age of eighteen years to be turned professional.

(b) It is recognized by the Parties hereto that at the time of the entry into this Agreement there exist valid subsisting arrangements with players under which they are entitled to turn professional

(not before the attainment of their eighteenth birthday) which shall continue to have their full force and effect until they are phased out in accordance with the terms of this Agreement. The players affected by these arrangements are players signed to Agreements "A", "B" and "C" and players on Sponsorship Lists, Negotiation Lists and Inactive Lists validly registered in the Central Registry by some professional club as shown in the Central Registry printed Reserve Lists of January 3, 1967, a copy of which is appended hereto.

(c) The Party of the First Part agrees to supply to the Parties of the Second Part, in the manner hereinafter provided on or before September 15th in each year, a list of all players to be tried out by all clubs of the NHL and its affiliated and/or associated minor leagues, this list being known as the Training Camp List referred to in section 7. Any player so reported may be turned professional at any time down to and including October 21st of that playing season notwithstanding any prior registration by or other obligation to any amateur club.

(d) No player registered with any member club of the CAHA or the AHA of U.S. shall be turned professional by any professional club of either the NHL or any affiliated or associated minor league between October 22nd and the last scheduled game (including play-offs) of his amateur club without having first obtained the written consent of the amateur club with which he is registered. If a player sought to be turned professional after February 15th in any season is a member of an amateur club actually engaged in inter-provincial (or equivalent in the United States) play-offs the further consent of the President of the CAHA or AHA of U.S., as appropriate, shall be required.

(e) All Parties agree that the making of a draft claim for a player under section 8 of this Agreement does not create any obligation on the part of that player to "turn professional" and he may con-

tinue to play amateur hockey if he so desires.

12. TRY-OUTS OF AMATEUR PLAYERS

(a) The Member Clubs of the Party of the First Part and its duly affiliated or associated minor leagues shall have the right to enter into an agreement with amateur hockey players whose eligibility for Junior hockey is exhausted for a "try-out" without thereby jeopardizing their amateur status. Specimen copy of the said Try-Out Agreement is attached hereto as appendix "C".

(b) Permission for the granting of "try-outs" of not more than five games (actual participation) will be issued by the President of the appropriate Party of the Second Part upon application made by the President of the Party of the First Part when the following conditions are established:—

(i) The consent of the player has been secured;

(ii) the consent of the player's amateur club has been secured in advance as long as that amateur team is engaged in official competition;

(iii) the player is on the Reserve List or Negotiation List of the club seeking the Try-out or of its player development club;

(iv) if the player's amateur club is engaged in Branch or Inter-Branch play-offs the consent of his Branch shall also be secured in advance.

(c) Permission for an additional Try-out for not more than three (3) games will be issued to players who have completed their regular schedule and all play-offs upon fulfilment of the conditions set out in (b) hereof.

(d) Where amateur goalkeepers are used to meet emergency conditions extending beyond the limits defined in this section it is understood that the "try-out" permission may be extended beyond such limits by the President of the appropriate Party of the Second Part

when such extension would not have the effect of injuring the position of the amateur club affected.

13. REGISTRATION OF AMATEUR PLAYERS

IT IS FURTHER AGREED that no contract or agreement other than simple registration as a player, made between a player and any member club of the CAHA or the AHA of U.S. shall be binding upon or have any effect whatsoever upon the Party of the First Part or its duly affiliated or associated minor leagues and their member clubs during the currency of this Agreement.

14. EXCHANGE OF INFORMATION RE PLAYERS

The Parties hereto agree that for the efficient administration of their respective organizations it is essential that there shall be available an adequate record of the correct name, date of birth, team affiliation, and status of every player playing under the jurisdiction of all the Parties hereto and their affiliated leagues or associations.

To facilitate the prompt delivery of such information the Parties hereto agree to maintain official registration centres which will supply promptly and accurately the data requested by any of the other Parties or their affiliated leagues or clubs.

The registration centre for all professional leagues and clubs shall be

Central Registry
922 Sun Life Building
Montreal 2, P.Q.

The registration centre for all leagues and clubs under the jurisdiction of the CAHA shall be

Canadian Amateur Hockey
Association,
Winnipeg Arena,
1430 Wolever Avenue,
Winnipeg 21, Manitoba.

The registration centre for all leagues and clubs under the jurisdiction of the AHA of U.S. shall be

Amateur Hockey Association of
the United States,
404 East 55th Street,
New York, New York 10022.

15. AMATEUR REINSTATEMENT

(a) The Parties agree that any professional hockey player released by, or placed upon its Voluntarily Retired List by a Member Club of the Party of the First Part or any of its duly affiliated or associated minor leagues who has been unable to secure employment as a professional hockey player and who is certified by the President of the NHL to have been released as a professional player from all contractual or other obligations to the Party of the First Part or any of its duly affiliated or associated minor leagues shall be eligible for reinstatement as an amateur and upon written request made by the President of the NHL for the purpose, the appropriate Party of the Second Part may, in its discretion, grant or refuse the application for reinstatement.

(b) The Parties further agree that a professional player who has not played hockey for at least two complete and consecutive seasons shall have the right to apply through the Central Registry for amateur reinstatement without the consent of the professional club then owning the right to his professional services. Such Club shall have the right to file objections through the Central Registry against the granting of the reinstatement. In such case the application and the objection shall be referred to the Player Development Committee (acting as a Board of Review) for its consideration. Unless the objection is sustained by a three-quarters majority of the Committee the appropriate Party of the Second Part shall exercise its own discretion in granting or refusing the application.

(c) The Parties further agree that when a professional player (who has parti-

cipated in professional hockey within two years prior to the making of his application and not having the consent of the Club owning the rights to his professional services) applies for amateur reinstatement through the Central Registry and the Club files an objection thereto through the Central Registry the application and objection shall be referred to the Player Development Committee (acting as a Board of Review) for its consideration. If the application is approved by a three-quarters majority of the Committee but not otherwise, the application shall then be submitted to the appropriate Party of the Second Part for its decision which shall be final.

(d) No player shall be eligible for reinstatement as an amateur more than once in each year.

(e) The Parties of the Second Part agree that they will not establish or permit to be established by any league or other organization operating within their respective jurisdiction any rule or regulation which has the effect of restricting the eligibility of a player under 25 years of age to participate in its competitions by reason of his previous status as a professional hockey player.

(f) When a professional player has been reinstated as an amateur and a monetary consideration has been paid to a professional club to secure its consent for such reinstatement and such player is subsequently turned professional by the same or any other professional club, the amateur club paying such consideration shall be entitled to be reimbursed for the amount of its payment to the professional club less one-third for each season or part thereof in which the player participates as a member of an amateur club.

16. TAMPERING OR NEGOTIATING WITH PLAYERS OF OTHER CLUBS

The Parties hereto agree that in order to preserve discipline and competition and

to prevent the enticement of players:-

(a) No club under the jurisdiction of the Parties of the Second Part, through any officer, employee, agent, scout or other representative shall offer any proposal to, negotiate with, or discuss employment either present or prospective with a professional player whose name is on the Reserve List of a Member Club of the Party of the First Part or any of its affiliated or associated minor leagues without the prior written consent of that Member Club.

(b) No club under the jurisdiction of the Parties of the Second Part through any officer, employee, agent, scout or other representative shall offer any proposal to, negotiate with, or discuss employment or registration either present or prospective with any unsigned drafted player, whose name is on the Reserve List of any professional club before October 21st in any playing season without the prior written consent of such professional club.

(c) Any club contravening the provisions of paragraphs (a) or (b) shall be deprived of the protection provided in section 11 hereof (Restrictions on Turning Players "Professional") for such period and under such other terms as shall be fixed by arbitration.

(d) No Member Club of the Party of the First Part or any of its affiliated or associated minor leagues through any officer, employee, agent, scout or other representative shall offer any proposal to, negotiate with, or discuss employment either present or prospective with a player who is registered as a playing member of any club under the jurisdiction of the Parties of the Second Part at any time between October 22nd and the final game of the season of the amateur club without the prior written consent of that amateur club.

(e) Any member Club contravening the provisions of paragraph (d) shall be deprived of the "try-out" privileges pro-

vided in section 12 hereof (Try-Outs of Amateur Players) for such period and under such other terms as shall be fixed by arbitration.

(f) Any complaint alleging violation of the provisions of this section shall be made in writing and shall be transmitted to the responsible officers of the Parties hereto as provided in section 24 hereof (Responsibility for Fulfilment and Notice) who shall investigate the complaint, and all matters in dispute following such investigation shall be settled by arbitration as provided in section 23 hereof (Arbitration).

17. JOINT DEVELOPMENT COMMITTEE

For the purpose of maintaining a closer liaison between the NHL and the CAHA in the conduct of an efficient player development program during the currency of this Agreement, and to approve the official programs and the budgets to support it, there shall be established a Joint Development Committee composed of five (5) members selected in the manner hereinafter set out and with the powers specified.

(a) On or before May 1st in each year the NHL and the CAHA will advise the other Party in writing of the names of its representatives on the Committee.

(b) Each Party will designate two (2) members and four (4) alternates each year. In the odd-numbered years the CAHA will designate the fifth member and in the even-numbered years the NHL will designate the fifth member.

(c) There shall be a Chairman who shall be a minority representative. There shall be a Vice Chairman who shall be a majority representative. The Chairman and Vice Chairman shall be appointed at the first meeting of the Committee.

(d) The Committee shall meet at the call of the Chairman or in his absence at the call of the Vice Chairman, on ten days notice or less by waiver of notice signed by all Members. The Chairman

or Vice Chairman shall call a Meeting of the Committee within fifteen days of the receipt by either of them of a written request to do so signed by two regular Members of the Committee.

Alternates shall be notified of all meetings of the Committee and shall be entitled to attend but can only vote in the absence of the official representative(s). Both the Chairman and the Vice Chairman shall be entitled to vote on all matters coming before the Committee for decision.

The Committee shall have the power to permit the attendance at meetings of advisors of either Party.

(e) Committee Members and Alternates shall serve for one year but are eligible for re-appointment at any time.

(f) Proper minutes of the proceedings at each meeting shall be prepared and distributed under the supervision of the Chairman.

(g) The duties of the Committee shall be

(i) to study and, if deemed advisable, amend or modify, and approve the final player development program for the ensuing year and the budget to implement that program;

(ii) to receive and consider reports of the progress of said program and the financial position of the Player Development Funds;

(iii) to supervise the accounting of the funds provided for player development and to ensure their most efficient use;

(iv) to consider and provide a formal commentary on the audited statement of Player Development Funds for the information of the Parties hereto;

(v) to act as a Board of Review in cases concerning applications for amateur reinstatement as provided in sections 15(b) and (c); and

(vi) to exercise such additional powers as may be conferred upon it by

unanimous consent of the Parties hereto.

(h) It is the intent and purpose of this Agreement and the Parties hereto that the Parties of the Second Part shall be responsible for the formulation and implementation of the player development program in each year and for its efficient administration. And it is further understood that upon the request of the Party of the First Part such programs will be accelerated and intensified on a basis mutually agreeable to the Parties hereto and at the cost of the Party of the First Part.

18. PAYMENTS

It is further agreed that in consideration of the due performance of the terms of this Agreement the Party of the First Part will pay to the Parties of the Second Part the amounts hereinafter specified for the purposes designated, which amounts the Parties of the Second Part agree to accept in full and complete satisfaction of all claims which they have in respect to the promotion and development of amateur teams and the training of all players who may become "professionals" with the Member Clubs of the Party of the First Part and any of its affiliated and/or associated minor leagues during the currency of the Agreement.

A. "Annual Assessments"

(a) For the year ending June 30, 1967

To the CAHA the sum of \$50,000 (Canadian funds).

To the AHA of U.S. the sum of \$7,500 (U.S. funds).

(b) For the year ending June 30, 1968 and each subsequent year

To the CAHA the sum of \$75,000 (Canadian funds).

To the AHA of U.S. the sum of \$11,250 (U.S. funds).

These funds shall be administered at the discretion of the Parties of the Second Part.

These payments shall be made in two equal instalments not later than December 1st and March 1st in each year.

B. "Player Development Funds"

The NHL agrees that it will, during the currency of this Agreement, pay to the CAHA funds in the amounts hereinafter set out, to be used for the development and training of hockey players, the organization and promotion of hockey teams and leagues, and, where deemed advisable, for the subsidization of amateur leagues and teams, except the National Team.

(a) For the year ending June 30, 1967

To the CAHA the sum of \$75,000 (Canadian funds).

These funds may also be used for the necessary organization and staffing of the CAHA in preparation for the program for the season 1967-68.

(b) For the year ending June 30, 1968

To the CAHA the sum of not less than \$250,000 (Canadian funds).

As it is not possible to prepare a precise budget for this purpose without our previous experience it is agreed that if additional funds are required and are approved by the Joint Development Committee the NHL will provide the same to fulfil the program approved by that Committee.

(c) For the year ending June 30, 1969 and subsequent years

On or before June 1st in each year commencing in 1968 the CAHA shall prepare and deliver to each member of the Joint Development Committee a proposed program of player development activities together with a budget of the financial requirements to carry out that program. The Chairman of the Joint Development Committee shall convene a meeting to be held not later than the 21st day of June, for the purpose of studying and, if deemed advisable, amending

or modifying and approving the final program and budget. The NHL agrees to pay to the CAHA the amount of such final budget approved.

(d) Payment of Player Development Funds shall be made in such amounts and on such dates as the NHL and the CAHA shall mutually agree, failing which it shall be made in two equal instalments not later than December 1st and March 1st in each year.

(e) The CAHA agrees that it will have prepared and delivered to the Joint Development Committee as soon as possible after completion of the playing season an audited statement of the Player Development Funds received and distributed by it in pursuance of this Agreement.

C. "Draft Claims Payments"

(a) Each year following the completion of the playing season the Party of the First Part will organize and conduct at a place and date of its choice, but not before June 1st, a Universal Amateur Player Draft at which the Member Clubs of the Party of the First Part and/or its affiliated and/or associated minor leagues will make selection from among the amateur players whose eligibility for Junior competition was exhausted in the season immediately preceding such draft proceedings.

(b) The Party of the First Part agrees to collect and pay over to the CAHA for distribution by them the proceeds of the draft claims made on the following scale:-

(i) for each of the first 72 draft claims made the sum of \$3,000, in Canadian or U.S. funds, depending in which country the player last played; and

(ii) for each additional choice the sum of \$2,000 in Canadian or U.S. funds, depending in which country the player last played.

These funds shall be known as "Draft Claims Payments."

(c) The responsibility for the allocation of these funds shall rest solely with the CAHA in respect to the funds received by it in payment for draft claims made of players developed.

It is mutually understood and agreed that the incentive principle will be the basis of such allocation, i.e. the amateur teams primarily responsible for development of the individual players claimed will be rewarded pro rata to their contribution to the development of each individual player claimed.

(d) In the seasons 1966-67, 1967-68 and 1968-69 the Draft Claims Payments shall be paid over to the CAHA promptly following the completion of the Universal Amateur Draft proceedings. During the season 1968-69 the Parties hereto agree to review this provision with a view to determining the advisability of making the Draft Claims Payments payable immediately after the players claimed have been turned professional.

(e) At the conclusion of each playing season a survey will be made of all players who have been turned professional in the preceding year and the NHL agrees to pay to the CAHA the amount of the normal Draft Claims Payments with respect to all such players turned professional who have not been claimed (and paid for) in any preceding draft.

19. PLAYING RULES

(a) Both Parties agree to endeavour to maintain as nearly as possible the same Playing Rules and that a Joint Rules Committee composed of official representatives of the Parties hereto shall be formed to study and discuss the Playing Rules and proposals for their modification. This Committee

shall meet at least annually with the object of keeping the basic rules the same.

(b) Both Parties agree to exercise their best efforts to promote the adoption of their basic Playing Rules for use in world-wide competition.

20. DEVELOPMENT OF OFFICIALS

(a) The Parties mutually agree to co-operate in the development of competent young officials (Referees and Linesmen) who have professional potentialities and to employ them under the "three-man officiating" system whenever possible.

(b) The Parties agree that the NHL shall honour all existing agreements with the CAHA Branches with respect to the recruiting of Referees and Linesmen and shall pay to them the balance of any contingent payments which accrue hereafter.

However, it is agreed that in respect to such officials recruited hereafter no such payments shall be made and the payments made to the CAHA under this Agreement shall be deemed to include any claim for the development of such officials.

21. GENERAL PROVISIONS

It is mutually agreed that this Agreement has been entered into upon the basis of existing regulations which affect the subject matters of the Agreement and that these regulations will not be modified adversely to the interest of any other Party hereto without previous consultation and approval thereof in advance of such change.

22. FURTHER PARTIES TO AGREEMENT

It is further understood and agreed that this Agreement shall inure to the benefit of the Party of the First Part, its duly affiliated and/or associated minor leagues and any other league that shall affiliate with the Party of the First Part or shall associate itself with the

Party of the First Part for the purpose of this Agreement during its currency, and the member clubs of all such leagues. The Party of the First Part will notify the Parties of the Second Part the names of its affiliated and/or associated minor leagues and their member clubs from time to time.

23. **ARBITRATION**

In the event of any dispute arising between the Parties hereto as to the interpretation or application of any of the provisions of this Agreement or the obligations of either Party arising from such interpretation or application, such dispute shall be referred to a Board of Arbitration consisting of one person selected by the Party of the First Part and one person selected by the Parties of the Second Part. If these two arbitrators are unable to reach an agreement on the matters in dispute, they shall select a neutral third person as an additional arbitrator. If they cannot agree to the choice of a third arbitrator, they will apply to a Judge of the Supreme Court of Ontario who will then designate the third neutral arbitrator. Both Parties shall be entitled to appear by their officers or agents and upon conclusion of the hearing the Board shall render a decision, and such decision whether unanimous or by majority vote shall be final and binding on all Parties hereto.

24. **RESPONSIBILITY FOR FULFILMENT AND NOTICE**

The authority and responsibility for the fulfilment of the provisions of this Agreement shall be vested in the National Hockey League through its President C. S. Campbell or his successor in office from time to time, on behalf of the Party of the First Part; and in Gordon W. Jukes, Executive Director of the Canadian Amateur Hockey Association or his successor in office from time to time, on behalf of the Parties of the Second Part.

Any notice desired or required to be given to the Party of the First Part under this Agreement shall be addressed to:-

Mr. C. S. Campbell, President
National Hockey League,
922 Sun Life Building,
Montreal 2, P.Q.

Any notice desired or required to be given to any of the Parties of the Second Part shall be addressed to:-

Mr. Gordon W. Jukes,
Executive Director CAHA
Winnipeg Arena, 1430 Wolever Ave.,
Winnipeg 21, Manitoba.

25. **DURATION OF AGREEMENT AND SITUS**

This Agreement annuls for all legal purposes the Agreement made the first day of September 1958 between National Hockey League, of the First Part,

and International Ice Hockey Federation, Canadian Amateur Hockey Association and Amateur Hockey Association of the United States, of the Second Part, and is the only Agreement between the Parties mentioned herein as at the date hereof and governs exclusively the relations between the Parties. It shall be interpreted and administered to the fullest extent possible under the laws of Ontario. It may be modified only by written instrument signed by the duly authorized officers of the Parties hereto. This Agreement shall terminate on the 30th day of June, Nineteen Hundred and Seventy-Two (1972) unless sooner terminated by mutual consent in writing or by written notice by either Party of its intention to terminate the Agreement on the 30th day of June next after the expiration of not less than two years from the delivery of such notice.

**CANADIAN AMATEUR HOCKEY
ASSN.**

"F. PAGE"
President

"G. W. JUCKES"
Secretary

**AMATEUR HOCKEY
ASSOCIATION OF
THE UNITED STATES**

"T. F. LOCKHART"
President

"P. E. M. THOMPSON"
Secretary

NATIONAL HOCKEY LEAGUE

"C. S. CAMPBELL"
President

TRY-OUT AGREEMENT

(New form)

MEMORANDUM OF AGREEMENT

BETWEEN:

hereinafter called the "Player"

— and —

hereinafter called the "Club"

in consideration of the agreement by the Club to pay the expenses (including hotel room, meals and railroad fare) from: and return, the
(Place of residence or other base of Player)

Player agrees to present himself, when called upon to do so, at the Club's training camp for the purpose of demonstrating, to the best of his ability, his qualifications as a hockey player; and further agrees that if such qualifications, in the opinion of the Club, justify the Club in offering him a contract as a professional hockey player, he will sign such contract on terms to be mutually agreed upon.

.....
WITNESS

.....
PLAYER

.....
WITNESS

.....
ADDRESS

.....
City

.....
Province or State

.....
CLUB

.....
Per

FOR PLAYER ONLY

Name in full.....

Place of birth.....

Date.....month.....year

Height.....Weight.....

Position.....Shoots

(R. or L.)

(Read instructions for completion and registration on reverse side)

INSTRUCTIONS FOR COMPLETION

(1) Fill in the correct date and the correct full name of the player as well as the correct corporate name of the Club.

(2) Have the player supply all of the information set out at the lower left hand corner of the form.

(3) Have the Forms signed by the player and the authorized officer of the Club.

INSTRUCTIONS FOR REGISTRATION

(1) Wire Central Registry giving full name and address of the player and the kind of Form signed.

(2) Forward all copies of the Form to the Central Registry. Sufficient copies of the form should be prepared for the following purposes:-

(a) The Player — one signed copy.

(b) Central Registry — one signed copy.

(c) Each affected League — one copy.

(d) The Club for whom the player is signed — one signed copy.

(3) Central Registry will record, time-stamp, and distribute by mail, copies of the Form received, to the Leagues and Clubs affected which will serve as acknowledgment of receipt of the documents. No other acknowledgment will be sent.

STANDARD
PLAYER'S CONTRACT
National Hockey League

The

of

WITH

I hereby certify that I have, at this date, received, examined and noted of record the within Contract, and that it is in regular form.

President National Hockey League.

Dated

19

Amended Form
May 1967

IMPORTANT NOTICE TO PLAYER

Before signing this contract you should carefully examine it to be sure that all terms and conditions agreed upon have been incorporated herein, and if any has been omitted, you should insist upon having it inserted in the contract before you sign.

NATIONAL HOCKEY LEAGUE

STANDARD PLAYER'S CONTRACT

This Agreement

BETWEEN:

hereinafter called the "Club",
a member of the National Hockey League, hereinafter called the "League".

—AND—

hereinafter called the "Player".

of in {Province
State} of

Witnesseth:

That in consideration of the respective obligations herein and hereby assumed, the parties to this contract severally agree as follows:—

1. The Club hereby employs the Player as a skilled Hockey Player for the term of one year commencing October 1st, 19 and agrees, subject to the terms and conditions hereof, to pay the Player a salary of

Dollars (\$

Payment of such salary shall be in consecutive semi-monthly instalments following the commencement of the regular League Championship Schedule of games or following the date of reporting, whichever is later; provided, however, that if the Player is not in the employ of the Club for the whole period of the Club's games in the National Hockey League Championship Schedule, then he shall receive only part of the salary in the ratio of the number of days of actual employment to the number of days of the League Championship Schedule of games.

And it is further mutually agreed that if the Contract and rights to the services of the Player are assigned, exchanged, loaned or otherwise transferred to a Club in another League, the Player shall only be paid at the rate of

Dollars in the League,
or Dollars in the League,
or Dollars in the League.

2. The Player agrees to give his services and to play hockey in all League Championship, Exhibition, Play-Off and Stanley Cup games to the best of his ability under the direction and control of the Club for the said season in accordance with the provisions hereof.

The Player further agrees,

- to report to the Club training camp at the time and place fixed by the Club, in good physical condition,
- to keep himself in good physical condition at all times during the season,
- to give his best services and loyalty to the Club and to play hockey only for the Club unless his contract is released, assigned, exchanged or loaned by the Club,
- to co-operate with the Club and participate in any and all promotional activities of the Club and the League which will in the opinion of the Club promote the welfare of the Club or professional hockey generally,
- to conduct himself on and off the rink according to the highest standards of honesty, morality, fair play and sportsmanship, and to refrain from conduct detrimental to the best interests of the Club, the League or professional hockey generally.

The Club agrees that in exhibition games played after the start of the regular schedule (except where the proceeds are to go to charity, or where the player has agreed otherwise) the player shall receive his pro rata share of the gate receipts after deduction of legitimate expenses of such game. This provision re exhibition games is applicable in the National Hockey League only.

3. In order that the Player shall be fit and in proper condition for the performance of his duties as required by this contract the Player agrees to report for practice at such time and place as the Club may designate and participate in such exhibition games as may be arranged by the Club within thirty days prior to the first scheduled Championship game. The Club shall pay the travelling expenses and meals en route from the Player's home to the Club's training camp. In the event of failure of the player to so report and participate in exhibition games a fine not exceeding Five Hundred Dollars may be imposed by the Club and be deducted from the compensation stipulated herein. At the conclusion of the season the Club shall provide transportation direct to the Player's home.

NATIONAL HOCKEY LEAGUE

Standard Player's Contract

1. The Club hereby employs the Player as a skilled Hockey Player for the term of one year commencing October 1st, 19 and agrees, subject to the terms and conditions hereof, to pay the Player a salary of

Dollars

(\$

Payment of such salary shall be in consecutive semi-monthly instalments following the commencement of the regular League Championship Schedule of games or following the date of reporting, whichever is later; provided, however, that if the Player is not in the employ of the Club for the whole period of the Club's games in the National Hockey League Championship Schedule, then he shall receive only part of the salary in the ratio of the number of days of actual employment to the number of days of the league Championship Schedule of games.

And it is further mutually agreed that if the Contract and rights to the services of the Player are assigned, exchanged, loaned or otherwise transferred to a Club in another League, the Player shall only be paid at the rate of

Dollars in the League,

or Dollars in the League,

or Dollars in the League.

2. The Player agrees to give his services and to play hockey in all League Championship, Exhibition, Play-Off and Stanley Cup games to the best of his ability under the direction and control of the Club for the said season in accordance with the provisions hereof.

The Player further agrees,

- to report to the Club training camp at the time and place fixed by the Club, in good physical condition,
- to keep himself in good physical

condition at all times during the season,

(c) to give his best services and loyalty to the Club and to play hockey only for the Club unless his contract is released, assigned, exchanged or loaned by the Club,

(d) to co-operate with the Club and participate in any and all promotional activities of the Club and the League which will in the opinion of the Club promote the welfare of the Club or professional hockey generally,

(e) to conduct himself on and off the rink according to the highest standards of honesty, morality, fair play and sportsmanship, and to refrain from conduct detrimental to the best interests of the Club, the League or professional hockey generally.

The Club agrees that in exhibition games played after the start of the regular schedule (except where the proceeds are to go to charity, or where the Player has agreed otherwise) the Player shall receive his pro rata share of the gate receipts after deduction of legitimate expenses of such game. This provision re exhibition games is applicable in the National Hockey League only.

3. In order that the Player shall be fit and in proper condition for the performance of his duties as required by this contract the Player agrees to report for practice at such time and place as the Club may designate and participate in such exhibition games as may be arranged by the Club within thirty days prior to the first scheduled Championship game. The Club shall pay the travelling expenses and meals en route from the Player's home to the Club's training camp. In the event of failure of the Player to so report and participate in exhibition games a fine not exceeding Five Hundred Dollars may be imposed by the Club and be deducted from the compensation stipulated herein. At the conclusion of the season the Club shall

provide transportation direct to the Player's home.

4. The Club may from time to time during the continuance of this contract establish rules governing the conduct and conditioning of the Player, and such rules shall form part of this contract as fully as if herein written. For violation of any such rules or for any conduct impairing the thorough and faithful discharge of the duties incumbent upon the Player, the Club may impose a reasonable fine upon the Player and deduct the amount thereof from any money due or to become due to the Player. The Club may also suspend the Player for violation of any such rules. When the Player is fined or suspended he shall be given notice in writing stating the amount of the fine and/or the duration of the suspension and the reason therefor.

5. Should the Player be disabled or unable to perform his duties under this contract he shall submit himself for medical examination and treatment by a physician selected by the Club, and such examination and treatment, when made at the request of the Club, shall be at its expense unless made necessary by some act or conduct of the Player contrary to the terms and provisions of this contract or the rules established under Section 4.

If the Player, in the sole judgment of the Club's physician, is disabled or is not in good physical condition at the commencement of the season or at any subsequent time during the season (unless such condition is the direct result of playing hockey for the Club) so as to render him unfit to play skilled hockey, then it is mutually agreed that the Club shall have the right to suspend the Player for such period of disability or unfitness, and no compensation shall be payable for that period under this contract.

If the Player is injured as the result of

playing hockey for the Club, the Club will pay the Player's reasonable hospitalization until discharged from the hospital, and his medical expenses and doctor's bills, provided that the hospital and doctor are selected by the Club and provided further that the Club's obligation to pay such expenses shall terminate at a period not more than six months after the injury.

It is also agreed that if the Player's injuries resulting directly from playing for the Club render him, in the sole judgment of the Club's physician, unfit to play skilled hockey for the balance of the season or any part thereof, then during such time the Player is so unfit, but in no event beyond the end of the current season, the Club shall pay the Player the compensation herein provided for and the Player releases the Club from any and every additional obligation, liability, claim or demand whatsoever. However if upon joint consultation between the Player, the Club's physician and the Club General Manager, they are unable to agree as to the physical fitness of the Player to return to play, the Player agrees to submit himself for examination by an independent medical specialist and the Parties hereto agree to be bound by his decision. If the Player is declared to be unfit for play he shall continue to receive the full benefits of this Agreement. If the Player is declared to be physically able to play and refuses to do so he shall be liable to immediate suspension without pay.

6. The Player represents and agrees that he has exceptional and unique knowledge, skill and ability as a hockey player, the loss of which cannot be estimated with certainty and cannot be fairly or adequately compensated by damages. The Player therefore agrees that the Club shall have the right, in addition to any other rights which the Club may possess, to enjoin him by appropriate injunction proceedings from playing 107

hockey for any other team and/or for any breach of any of the other provisions of this contract.

7. The Player and the Club recognize and agree that the Player's participation in other sports may impair or destroy his ability and skill as a hockey player. Accordingly the Player agrees that he will not during the period of this Contract and of the option of renewal thereof engage or participate in football, baseball, softball, hockey, lacrosse, boxing, wrestling, or other athletic sport without the written consent of the Club.

8. (a) The Player hereby irrevocably grants to the Club during the period of this Contract and of the option of renewal thereof the exclusive right to permit or authorize any person, firm or corporation to take and make use of any still photograph, motion pictures or television of himself, and agrees that all rights in such pictures and television shall belong to the Club exclusively and may be used, reproduced, distributed or otherwise disseminated by the Club directly or indirectly in any manner it desires.

(b) The Player further agrees that during the period of this Contract and of the option of renewal thereof he will not make public appearances, participate in radio or television programs, or permit his picture to be taken, or write or sponsor newspaper or magazine articles, or sponsor commercial products without the written consent of the Club. Where the Club grants its written consent to any of the activities recited in this subsection the Player shall receive his proper share of the proceeds of such activities.

9. It is mutually agreed that the Club will not pay, and the Player will not accept from any person, any bonus or anything of value for winning any particular game or series of games except as authorized by the League By-Laws.

10. The Player agrees that during the currency of this agreement he will not tamper with or enter into negotiations with any player under contract or reservation to any Club of the League for or regarding such player's current or future services, without the written consent of the Club with which such player is connected under penalty of a fine to be imposed by the President of the League.

11. It is mutually agreed that the Club shall have the right to sell, assign, exchange and transfer this contract, and to loan the Player's services to any other professional hockey club, and the Player agrees to accept and be bound by such sale, exchange, assignment, transfer or loan, and will faithfully perform and carry out this contract with the same purpose and effect as if it had been entered into by the Player and such other Club.

It is further mutually agreed that in the event that this contract is assigned, or the Player's services are loaned, to another Club, the Club shall, by notice in writing delivered personally to the Player or by mail to the address set out below his signature hereto advise the Player of the name and address of the Club to which he has been assigned or loaned, and specifying the time and place of reporting to such club. If the Player fails to report to such other Club he may be suspended by such other Club and no salary shall be payable to him during the period of such suspension.

The Club shall pay the actual moving expenses incurred by a player during the playing season when such move is directed by the Club and is not part of disciplinary action.

12. If the Club shall default in the payments to the Player provided for in Section 1 hereof or shall fail to perform any other obligation agreed to be performed by the Club hereunder, the Player may, by notice in writing to the Club, specify the nature of the default,

and if the Club shall fail to remedy the default within fifteen (15) days from receipt of such notice, this contract shall be terminated, and upon the date of such termination all obligations of both parties shall cease, except the obligation of the Club to pay the Player's compensation to that date.

13. The Club may terminate this contract upon written notice to the Player (but only after obtaining waivers from all other League clubs) if the Player shall at any time:

(a) fail, refuse or neglect to obey the Club's rules governing training and conduct of players,

(b) fail, refuse or neglect to render his services hereunder or in any other manner materially breach this contract,

(c) fail, in the opinion of the Club's management to exhibit sufficient skill or competitive ability to warrant further employment as a member of the Club's team.

In the event of termination under subsection (a) or (b) the Player shall only be entitled to compensation due to him to the date such notice is delivered to him or the date of the mailing of such notice to his address as set out below his signature hereto.

In the event of termination under subsection (c) it shall take effect fourteen days from the date upon which such notice is delivered to the Player, and the Player shall only be entitled to the compensation herein provided to the end of such fourteen-day period.

In the event that this contract is terminated by the Club while the Player is "away" with the Club for the purpose of playing games the instalment then falling due shall be paid on the first week-day after the return "home" of the Club.

14. The Player further agrees that the Club may carry out and put into effect

any order or ruling of the League or its President for his suspension or expulsion and that in the event of suspension his salary shall cease for the duration thereof and that in the event of expulsion this contract, at the option of the Club, shall terminate forthwith.

15. The Player further agrees that in the event of his suspension pursuant to any of the provisions of this contract, there shall be deducted from the salary stipulated in Section 1 hereof an amount equal to the exact proportion of such salary as the number of days' suspension bears to the total number of days of the League Championship Schedule of games.

16. If because of any condition arising from a state of war or other cause beyond the control of the League or of the Club, it shall be deemed advisable by the League or the Club to suspend or cease or reduce operations, then:

(a) in the event of suspension of operations, the Player shall be entitled only to the proportion of salary due at the date of suspension,

(b) in the event of cessation of operations, the salary stipulated in Section 1 hereof shall be automatically cancelled on the date of cessation, and

(c) in the event of reduction of operations, the salary stipulated in Section 1 hereof shall be replaced by, that mutually agreed upon between the Club and the Player.

17. The Club agrees that it will on or before September 1st next following the season covered by this contract tender to the Player personally or by mail directed to the Player at his address set out below his signature hereto a contract upon the same terms as this contract save as to salary.

The Player hereby undertakes that he will at the request of the Club enter into a contract for the following playing season upon the same terms and condi-

tions as this contract save as to salary which shall be determined by mutual agreement. In the event that the Player and the Club do not agree upon the salary to be paid the matter shall be referred to the President of the League, and both parties agree to accept his decision as final.

18. The Club and the Player severally and mutually promise and agree to be legally bound by the Constitution and By-Laws of the League and by all the terms and provisions thereof, a copy of which shall be open and available for inspection by Club, its directors and officers, and the Player, at the main office of the League and at the main office of the Club.

The Club and the Player further agree that in case of dispute between them, the dispute shall be referred within **one year** from the date it arose to the President of the League as an arbitrator and his decision shall be accepted as final by both parties.

The Club and the Player further agree that all fines imposed upon the Player under the Playing Rules, or under the provisions of the League By-Laws, shall be deducted from the salary of the Player and be remitted by the Club to the N.H.L. Players' Emergency Fund.

19. The Player agrees that the Club's right to renew this contract as provided in Section 17 and the promise of the Player to play hockey only with the Club, or such other club as provided in Section 2 and Section 11, and the Club's right to take pictures of and to televise the Player as provided in Section 8 have all been taken into consideration in determining the salary payable to the Player under Section 1 hereof.

20. The Player hereby authorizes and directs the Club to deduct and pay, and the Club hereby agrees to deduct and pay, to the National Hockey League Pension Society, out of the salary stipulated in Section 1 hereof on behalf of

the Player the sum of Fifteen Hundred Dollars (\$1,500.00) (Canadian Funds) or such lesser proportion thereof as the number of days' service of the Player with the Club under this contract bears to the number of days of the League Championship Schedule of games, and to obtain from the National Hockey League Pension Society, a proper receipt for such sum in the name of the Player.

21. It is severally and mutually agreed that the only contracts recognized by the President of the League are the Standard Player's Contracts which have been duly executed and filed in the League's office and approved by him, and that this Agreement contains the entire agreement between the Parties and there are no oral or written inducements, promises or agreements except as contained herein.



NATIONAL HOCKEY LEAGUE

922 SUN LIFE BUILDING • MONTREAL 2, P.Q. • (514) 866-1851 • TWX 610-421-3260

PRESIDENT'S OFFICE

February 15, 1969.

Dr. W. Harold Rea
Chairman,
"Task Force"
Ottawa, Ontario

Dear Dr. Rea:

With further reference to the conference held in this office on the morning of February 4th, at which all Members of the Task Force were present, together with your counsel and another member of your staff, I am writing now to confirm the undertaking given by me at the conclusion of our discussion on the subject of the NHL Standard Player's Contract.

In the course of our discussion Task Force Members and counsel expressed dissatisfaction with the following provisions of that contract:-

1. It was contended that the automatic extension of the "option to renew" the player's contract (reserve clause) is unreasonably restricting in its operation against the player and it was suggested that a more equitable arrangement would be to establish some system under which a player could "play out his option."
2. It was contended that the provision establishing the League President as "sole arbitrator" in matters of dispute between the player and his club is inimical to the public concept of justice and fair play.
3. It was contended that the text of the contract should be modified to make it clear that the authority conceded to the Club Management to establish rules governing conditioning and deportment of the player and to prescribe reasonable penalties, does not authorize the imposition of a fine for "indifferent play."

A number of other provisions of the contract were discussed but it was my understanding that the observations made by the Task Force were in the nature of suggestions only and not intended to be substantive objections.

Dr. W.H. Rea

February 15, 1969.

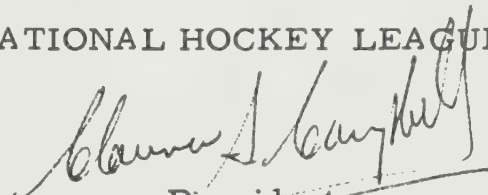
At the afternoon conference, in which two officers of the Canadian Amateur Hockey Association participated also, the discussion was directed to the Agreement between the National Hockey League and the Canadian Amateur Hockey Association (generally known as the Pro-Amateur Agreement). In that discussion the Task Force Members and counsel expressed dissatisfaction with the following provisions of the Agreement:-

1. It was contended that the provision establishing the eligibility for competition in the Junior category to be "under 20 years of age on January 1st of the season of competition" has or could have the effect of interrupting the player's educational program and should be modified in some manner which would obviate this possibility.
2. It was contended that the contribution by the National Hockey League toward the administrative expenses of the Canadian Amateur Hockey Association implies a degree of paternalism on the part of the League and/or a degree of dependence by the Association upon the League which appears to contradict the existence of the degree of independence of the Canadian Amateur Hockey Association which is essential to the maximum fulfilment of its role as the governing body of amateur hockey in Canada. This provision of the Agreement should be deleted and some alternative application should be made of this allocation of funds.

I assure the Task Force that the foregoing subjects of our discussion will be presented to the Governors of the League promptly for their consideration and action. The results also will be reported to you promptly.

Yours very sincerely,

NATIONAL HOCKEY LEAGUE


President

CSC:t

Mailed to:

Dr. W. Harold Rea

Suite 1505

44 King Street West

Toronto 1, Ontario

CAPTIONS

- 1 — *W. Harold Rea*
- 2 — *Miss Nancy Greene*
- 3 — *Dr. Paul Wintle DesRuisseaux*
- 4 — *The competition that brought Canada a gold medal in Mexico—1968*
- 5 — *Opening ceremonies 1968 Winter Olympics at Grenoble, France*
- 6 — *Volleyball competition, First Canadian Winter Games, Quebec City, 1967*
- 7 — *Young lacrosse players in the Ottawa City League*
- 8 — *Provincial Curlers, First Canadian Winter Games, 1967*
- 9 — *Harry Jerome winning his heat at the 1968 Olympics in Mexico*
- 10/11/12/13/14 — *Professional football players — Grey Cup in Ottawa, 1967*
- 15/16/17/18/19 — *Professional hockey players of the National Hockey League*
- 20 — *Future hockey stars in action*
- 21 — *Canada's National Team — Olympics 1968*
- 22 — *Honourable John Munro, presenting a track and field award*
- 23 — *Three of Canada's great athletes with Mayor of Vancouver at a Government Dinner — Thanksgiving Day — Mexico*
- 24/25 — *Roger Jackson leading Canada's Olympic team during opening ceremonies held at the Estadium in Mexico*
- 26 — *News media reporting on Olympic activities at the Olympic Pool in Mexico.*
- 27 — *Residence for athletes at the National Training Center — Mexico*
- 28 — *Stade de Glace, Grenoble, France*
- 29 — *Slalom competitor at National Competition*
- 30 — *Canadian Games Pool, Halifax*
- 31 — *Officials Pan-American Games in Winnipeg, 1967*
- 32 — *Coaches Soccer Clinic*
- 33 — *Canada's sweethearts Elaine Tanner and Nancy Greene admiring Elaine's silver medal*
- 34 — *Presentation of medals at the First Canadian Winter Games*
- 35 — *Scientific testing of athletes*
- 36 — *Honourable John Munro with representatives of Montreal (Mayor Jean Drapeau) and Vancouver (Father David Bauer) at a reception held for the International Olympic Committee, Mexico 1968*
- 37 — *Track and field competition Estadium Mexico 1968*
- 38 — *A view of some of the administrative facilities — Winter Olympics, Grenoble, France*
- 39 — *Right Honourable Pierre E. Trudeau, Prime Minister of Canada*
- 40 — *Sports Task Force in action — Press Conference in Winnipeg, January 1969*
- 41 — *Peace Tower, Ottawa, Canada.*

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